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ABSTRACT

Sponsored by 10 State departments of education (Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Oklahoma, Texas, Utah, and Wyoming), the Project participants met in San Antonio, Texas, on November 17-19, 1976 to discuss bilingual/multicultural education. Since Arizona, New Mexico, and Texas have had significant experience in this field and have moved forward in the development of policy and programs in the area of bilingual education, Project representatives from these states were asked to give presentations discussing the state-of-the-art of bilingual/multicultural education. Participants also visited the Institute of Texas Cultures and six local bilingual educational programs; listened to a group of junior high school students who shared their experience in crossing racial barriers; and listened to a discussion of a unique and challenging program developed for the Bay City (Texas) Independent School District. Presentations covered bilingual education and evaluation problems, the Bureau of Indian Education, the "Lau" issue, language assessment and a sociolinguistic alternative to the Lau remedies, and the present state of bilingual education. This report gives the presentations and a synopsis of the other activities. Also included are the participants' responses to an evaluation of the seminar. (NQ)

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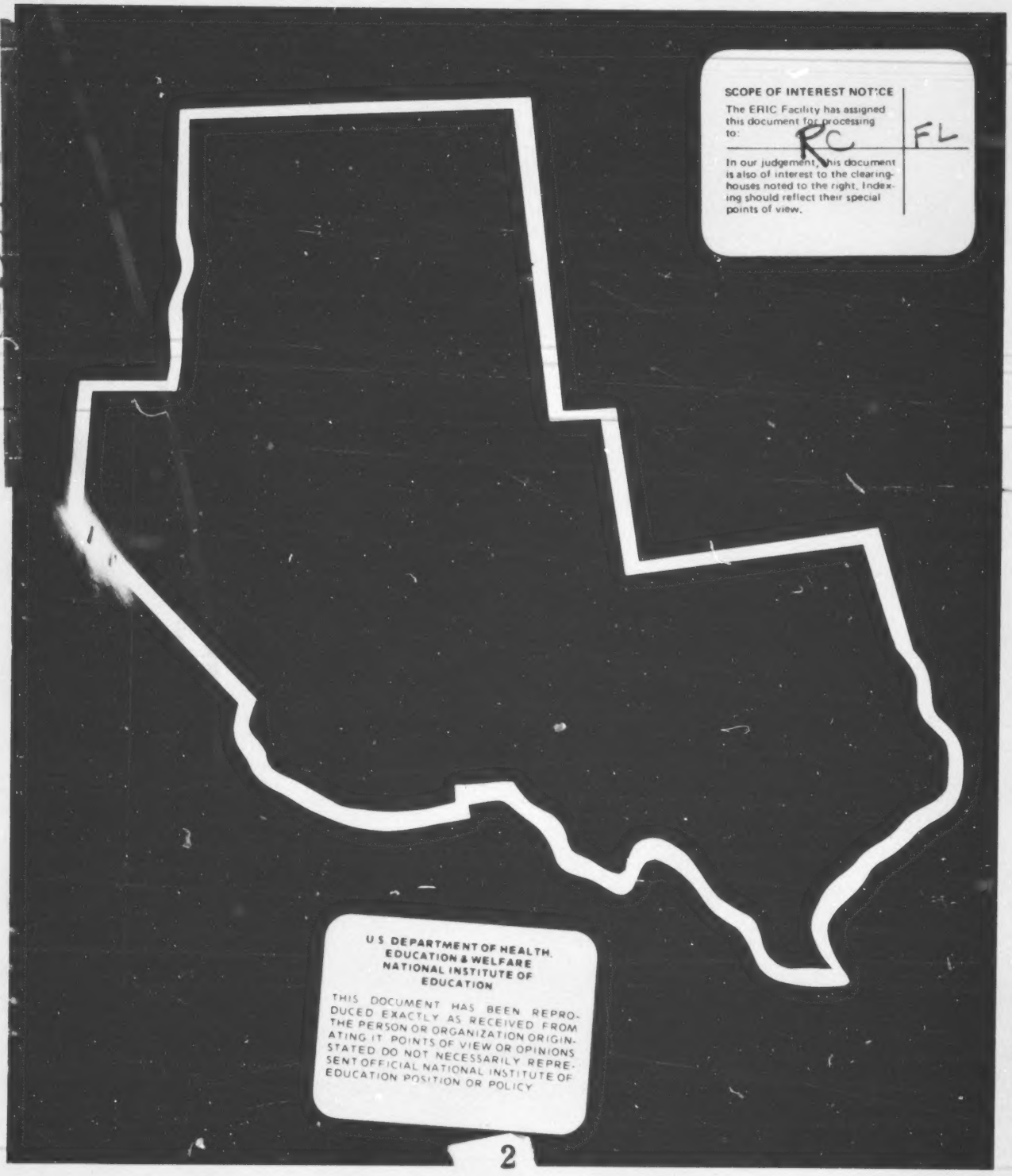
REGIONAL INTERSTATE PLANNING PROJECT PROGRAM . . .

VOL. VIII



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REGIONAL INTERSTATE PLANNING PROJECT

SAN ANTONIO, TEXAS

November 17, 18, and 19, 1976

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An ESEA Title 5, Section 505, Project

FOREWORD

The topic, Bilingual/Multicultural Education, is a heavy concern among teachers, administrators, School Board members around the country. Within the ten States participating in the Regional Interstate Planning Project, the topic could be given ten different priority ratings depending upon the State's location--on the southern border--on our northern border--or to the east or west. However, three of the States participating in the Regional Interstate Planning Project have had significant experience in this field and have moved forward in the development of policy and programs in the area of Bilingual Education. It was for this reason that this seminar was held in Texas, that the Planning Committee called upon the Project representatives from Texas, New Mexico and Arizona to provide us with people that could tell it like it is--individuals who could relate to the problem, the struggle in the past, how do we handle the present and where do we go in the future. In addition to these States, we called on the U. S. Office of Education, the Regional Office of Education in Dallas, Texas, the NIE and other Centers and organizations that were advocates of the topic.

It was also worthy to note that we had more school administrators from local school districts paying their own way to attend this seminar than we have had at previous R.I.P.P. activities.

The planned program activities were more diversified at this seminar than most. This is the first time I can recall junior high school students explaining a workable race relations program to school administrators, and teachers talking positively about successful activities that considered all the ethnic groups in the communities. You will find these discussions contained in this publication.

In addition you will find various opinions regarding the State of the Art, regarding Bilingual/Multicultural Education--opinions that are worthy of study to assist you in your thinking regarding this area of concern.

Many people deserve thanks for their efforts in planning, making presentations, and conducting during the seminar. As you read the table of contents, members of the Policy Board and State Coordinators, you have noted most. However, several individuals deserve a special note. They are Walter Howard and Becky Taylor from the Texas SEA for programming the local arrangements. To other members of the Planning Committee: Henry Pascual and Bev Wheeler, Arizona, Bill Dean, Colorado, and Reid Bishop, Idaho. To the Project Coordinator, Verl Snyder, for his advice and help in securing presentors from USOE.

Our hope is that you, the reader, will glean some information from this publication that will assist in making life better in this, our country, that was founded on the premise that we were all created equal--and that each individual may have an equal educational opportunity.

Lamar LeFevre
Director
Regional Interstate Planning Project
Nevada State Department of Education
4055 South Spencer, Suite 234
Las Vegas, Nevada 89109
(702) 335-0191

INTRODUCTION

The Regional Interstate Planning Project participants meet periodically at conferences sponsored by ten State departments of education to discuss new or topical issues of general concern. The most recent meeting was held November 17-19, 1976, at San Antonio, Texas, to discuss bilingual/ multicultural education.

The R.I.P.P. Conferences are financed with funds provided under the Elementary and Secondary Education Act of 1965, Public Law 89-10, Title V, Section 505 as amended. The project is administered by the Nevada State Department of Education under the supervision of Superintendent John Gamble who serves as Chairman of the Policy Board. Other cooperating State departments of education are Arizona, Colorado, Idaho, Montana, New Mexico, Oklahoma, Texas, Utah, and Wyoming.

During the process of transcribing, editing, and compiling the R.I.P.P. proceedings, the editors have sought to keep the material both brief and informative. The resulting report is, hopefully, a useful record of many thoughtful discussions.

Dr. Jake Huber, Co-Editor
Dr. Evalyn Dearmin, Co-Editor
Mr. Bill DeWitt, Co-Editor
Research and Educational
Planning Center
College of Education
University of Nevada, Reno
Reno, Nevada

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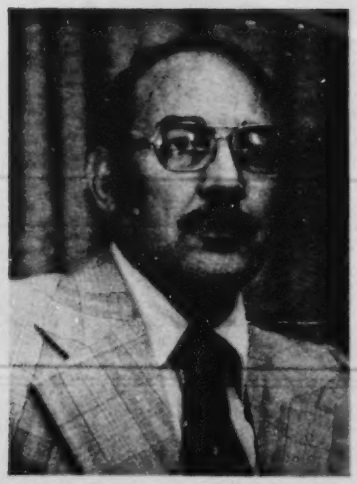
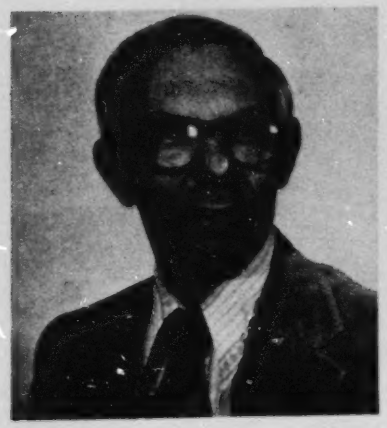
Dr. Harlan Ford, Associate Commissioner,
Texas Education Agency,
welcomes the participants to the seminar



Dr. Severo Gomez

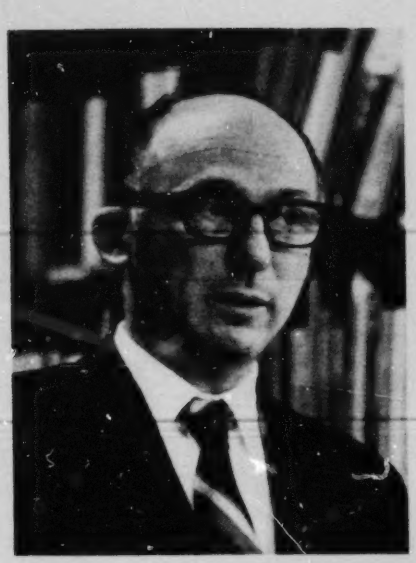
Dr. Arturo Gutierrez

L. Harlan Ford

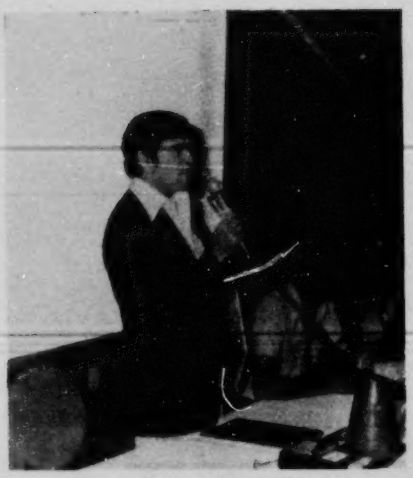


Jim Miller

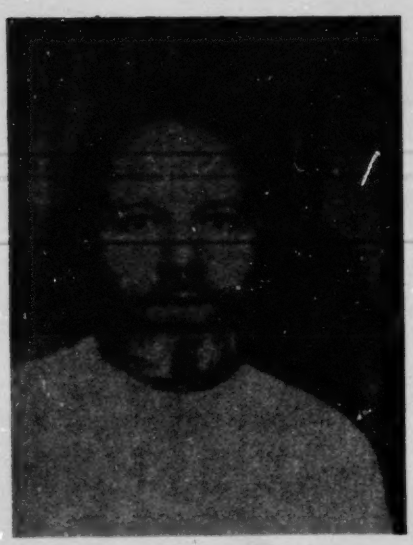
John Gamble, Nevada State Superintendent of Public Instruction and Chairman of Policy Board, Regional Interstate Planning Project



Henry Pascual



Dr. Walter Howard
our Texas host



James M. Littlejohn

Gilbert L. Herrera

Participants learning about
the American Indian

R.I.P.P. participants
at the Institute of Texas Cultures

A N N O U N C E M E N T

Copies of video tapes of selected presentations of the San Antonio Conference will be available if you send a blank tape and return postage for the item(s) in which you are interested. We have the capability of reproducing one-half inch reel-to-reel or three-quarter inch video cassette. If you do not want video tapes, we can prepare an audio cassette or reel-to-reel, using your blank audio tapes.

The following presentations were video taped in black and white:

	Approximate Time
Dr. Harlan Ford, Deputy Commissioner for Programs and Personnel Development	15 mins.
Dr. Severo Gomez, Associate Commissioner for Educational Programs for Special Populations	20 mins.
Dr. Robert Acosta, USOE	1 hr.
Henry Pascual, New Mexico Department of Education	1 hr.
Pearce Partners and Bay City Confluence of Cultures	1 hr.
Gabe Paxton, Bureau of Indian Education	1½ hrs.

If you are interested in receiving any of these materials, please send tapes of appropriate length to accommodate the presentations in which you are interested. Please send the tapes and return postage directly to Dan Urban, Supervisor, Instructional Media Lab. Texas Education Agency, 201 East 11th, Austin, Texas 78701.

WELCOME

by

Dr. Harlan Ford, Deputy Commissioner
Programs and Personnel Development
Texas Education Agency

and

Dr. Severo Gomez, Associate Commissioner
Educational Programs and Special Populations
Texas Education Agency

Dr. Harlan Ford:

In Texas we have lots of territory to cover, but because of the largeness of the State, we have been enriched by the cultural and linguistic lifestyles of many different groups.

In the middle 60's Governor John Connolly appointed a blue-ribbon committee of educators to do a grass roots study of the educational needs in the State. That study culminated in the development of a set of goals for public education, goals which were adopted by the State Board of Education in 1973 after considerable review by people from all quadrants of life. They are periodically updated and reviewed to insure that relevance is maintained. The goals are a clear and specific statement about the appreciation of culture, language, lifestyle diversity, and corresponding aesthetic values. In the pursuit of this goal for student development, we feel that a knowledge of the art, music, literature, and drama of various culture groups and the contributions that each makes are vitally essential to good citizenship and to total education.

In 1975 our State Board of Education adopted a policy of multicultural education. Prior to that adoption the State Board had created what we called the Confluence for Texan Cultures--a 15 member consulting committee to develop the capability and staff expertise to build a level of awareness and a level of understanding about cultural diversity. For several years now we have been working with our State Board of Education to develop priorities for State education. The State Board priorities for education indicate those things that the Board feels very strongly about with regard to meeting the educational needs in our State, and they represent the dedication of human power and fiscal resources toward the realization of these priority objectives. One of these priorities is bilingual and multicultural education.

To implement the State bilingual education law the State Board of Education adopted several objectives. Let me enumerate just two or three of these for you. An acceptable bilingual education program will promote the training of teachers, administrators, and other personnel involved in and required for bilingual education programs. It will adopt and provide textbooks and other instructional materials that are culturally non-biased. It will provide information and technical assistance to school districts, education service centers, and colleges and universities, and promote the awareness of the concept of confluence of cultures, especially the cultural and linguistic characteristics of the ethnic minorities.

In addition to these efforts, the State Board of Education, in cooperation with one of our education service centers, has developed a rather extensive and well-documented study of the impact of the rate of growth of the alien migrant and immigrant students within our State. The educational impact and the cost benefit impact are another dimension of the study. Obviously, we still have a great deal to learn, and we have a great deal of solidifying to do to assure a quality impact, but we do have a commitment and a continuing effort for the realization of improved education for all populations and all areas of need within our State.

Dr. Severo Gomez:

Bilingualism in Texas probably began in the early 19th century when a young Mexican nation invited people from what was then called the United States of America to come and settle in the sparse areas of its land. Two requirements for settling here and for getting land were that the settlers speak Spanish and that they be Catholics. I suspect from that first requirement that bilingualism began then. After the independence of Texas, bilingualism still existed. Many of the heroes without Spanish surnames in our history books were, of course, bilingual. After Statehood people from all over the world emigrated to Texas. One of the groups of people that settled in Texas in large numbers was the Czechs. We still have about a half-million people in Texas who speak Czech as their first language. We also happen to have the first Polish parish in the United States. When our mandatory bilingual bill was passed, we surveyed the languages that are spoken in Texas. We counted 51 languages other than English which are spoken here as native languages of children in the State. Before World War I, because of the different people in the State that spoke different languages, there were schools of all kinds that used different languages. In 1920, after World War I, the State legislature passed a law that prohibited the teaching of any language other than English except in foreign language courses. The law also had another exception--except in the border towns or communities with 5,000 or more. As you know, there was great negative sentiment toward the German-Americans after World War I, and because there were many German-American schools in Texas at that particular time, the legislation was passed to dismantle them. Border towns were excepted because of the concentration of Spanish speakers in them. In some of the districts along the border, Spanish was used for all children up to the third grade.

During the 30's and the 40's occurred the change to teaching all children only in English. In the early 60's, the Texas Education Agency began a program with migrant children in five schools. We were paying special attention to the needs of minority children through State funds before the federal funds for migrant programs came into effect. These programs had elements of bilingual education because the needs of the children had to be met through bilingual education, although it was used very minimally at that particular time.

Then some local school districts started looking into bilingual education as a possibility, on their own, with their own local funds, and we began to see some good things happening. These were people who were especially concerned, and who were very dedicated.

In 1966 with Title V, Section 505, discretionary monies were used by the Commissioner to begin the first inter-state international education activities. In our project we were involved with three other States from the Southeast--

Louisiana, Alabama, and Tennessee. As the guidelines said, we were trying to improve the concept of international education among our State Department people, and then, of course, to see how well State Departments of Education could work together in such a project. Texas was the sponsoring State, and consequently, had an interest in the area of bilingual education. Louisiana with its French population also had some concern there, but States like Alabama and Tennessee did not look at it in that particular vein. We did associate ourselves with a country from Latin America. In our case it was Guatemala. We began, in a sense, to bootleg some bilingual programs through our activities. The Guatemalans were asking for our help in science and the teaching of science. In exchange we were able to use their resources in bilingual education, mainly because they were dealing with it in terms of their population which is half non-English speaking. They speak 20 or so Indian languages. A very important part of our concept of bilingual education was the contributions that the indigenous populations contributed to the development of our part of the world.

Then in 1968 the federal government stepped in with an admendment to the Elementary-Secondary Education Act--Title VII, which was really a breakthrough. In 1969 our own State legislature passed a permissive bill which allocated bilingual education in those schools that chose to use this particular technique at their option and with their own resources. The federal funds that came down in 1969 did motivate a few school districts to initiate programs, but the limitation of funds also caused many of them not to vie for funds. We got $2,000,000 out of that first $10,000,000 which we felt was very lucky, but we had a large population, and we were entitled, perhaps, to that amount. The greatest contribution of Title VII was to encourage the implementation of bilingual programs which were visible to the people who make our laws, and who make our policies, and who are involved with us in the State Education Agency. We were able to show them that this concept could work.

In 1973 the legislature passed a law which mandated bilingual education in grades one, two, and three. Kindergarten was not included at that particular time because we did not have kindergarten Statewide. In 1975 the legislature included the kindergarten and also the fourth and fifth grades on an optional basis, with State funding. Basically the law that any school district that has 20 or more children who are of limited English-speaking ability at any grade level shall implement a bilingual education program.

In our first year we got $700,000 to use for training teachers because we did not have enough teachers to implement the programs that we needed. In our State the teacher training program goes through the institutes of higher learning, although the programs have to be approved by the State Education Agency. Not many institutions were training or preparing bilingual education teachers, and so, in order to carry out the mandate from the legislature, we had to train teachers as quickly as possible. We developed two kinds of teacher training institutes. One concerns the training of the bilingual teacher, the teacher who already has the facility of the two languages. We gave them a short course in methodology and culture--those things which we felt they had missed in the regular teacher training program. In the State of Texas we have more teachers that are bilingual than any other State in the nation. We are very fortunate in that, but that doesn't mean we have enough or that they are located where we need them. There are some areas in Texas where there are very few people who are bilingual, and so we had to find ways of helping the monolingual English-speaking teacher. The second type of institute we have

is the language immersion type. We take teachers and immerse them in a language training course beginning with 100 clock hours and then moving to a second 100 clock hours and then to a third until they reach a certain level of proficiency in the language. Of course linguists are very much against this phase of the program because they say you can't teach people to speak the language in such a short period of time. We know that, but we also feel that if we are able to teach them some of the language and if they are going to be dealing with young children where the vocabulary is not as extensive as it would be in the upper grades, and that they can handle it.

The teachers that are in these programs are for the first time placed in the position of the child who does not know what the teacher is talking about, and secondly, and more importantly, they find they can learn a second language, even as an adult. Our experience has been that those teachers who have the right attitude, who really want to learn, do succeed. They also realize in the program that they can learn from the children. If they are stumped for a word, the children in the class can always help.

Since the beginning, where we had maybe one institution of higher learning that was offering degrees or granting bilingual certification, we now have about 35. The one that is doing the best job is Texas A & I University, Kingsville, in Kingsville, Texas, which produced 300 teachers this past year and which has the only doctoral program in the State. It is strictly a bilingual education degree. The University of Texas at Austin has a very good program.

When we started with Title VII in 1969-70, we got $2,000,000 to serve 10,000 children in 19 districts. Last year we got $15,677,000 to serve 56,000 children in 69 school districts. State funding has increased considerably from the beginning also. The first year we were given $700,000. This year we have 9.3 million for about 200 districts. Remember, the Texas Spanish speaking population is about 25 percent of the school population, and that's about 700,000 children. The number being served in the State mandatory program this year is a little over 120,000. All together we are probably serving approximately 200,000 children in these programs.

In the teacher training program in 73-74 we trained 1,500 bilingual teachers and a little less than 500 monolingual teachers. In 75-76 we had 2,500 bilingual teachers and 3,000 monolingual teachers. In four years we have trained more than 12,000 teachers, so we think that we are moving along. We still have a long way to go. We have some very good programs, but we also have some that are not so good. It depends on the training of the teachers and on the attitude of the staff, but also on the support of the administration. Many times the program is not supported by the administrators because they do not fully understand the concept of bilingual education. As we continue to prove that our children are doing better as a result of this program, there will be more successes. Eventually it will become just general education for everybody.

GENERAL OVERVIEW OF BILINGUAL EDUCATION

by

Dr. Robert Acosta, Director
Division of Post Secondary Education
Office of Bilingual Education
U. S. Office of Education

The best thing that I can do here today is to tell you specifically what are the three divisions in the organizational structure in the Office of Bilingual Education and what are the specific responsibilities and functions of each one of those divisions. At the very top is our director, Dr. John Molina.

We have three divisions: Program Development, Elementary and Secondary Basic Programs, and Post Secondary Education. The Division of Program Development is directed by Dr. Rudy Cordova (telephone number [202] 245-7001). In that particular division are all the funds related to the national network of centers and grants to State Departments of Education for the coordination and technical assistance of bilingual education at the State level. Program experience and the results of evaluation have attested to the lack of trained teachers and appropriate tests and materials. Training provided by local programs has satisfied local and media needs but could not be expected to build national resources for bilingual education. Local programs have attempted to develop their own materials and disseminate them to infrequent conferences. This has resulted in poorly defined materials lacking in sequence and limited to very localized use. Therefore, the three national materials development projects which were funded in 1970 and 1972 showed limited but very encouraging progress. Based upon these experiences, a national network of three types of centers was established in 1975: resource training centers, material development centers, and dissemination and assessment centers.

Specifically, the 15 resource training centers are primarily responsible for providing direct services to classroom teachers within funded local educational agencies and institutions of higher education as well as coordinating services with State education agencies. Resource training center services are expanding to include technical assistance in program planning and operation, evaluation of programs, materials utilization, sub-development, and provision of information on effective program practices and procedures. In addition, the resource training centers are responsible for conducting needs assessment for the materials development centers and for coordinating the field-testing of materials within a given region.

The material development centers are responsible for developing bilingual/multicultural student materials and materials for teaching a specific skill and content in the language of the target group to be served. The materials developed at these 14 centers are to be field tested by the resource training centers providing direct services to LEAs. The materials will then be distributed by the dissemination and assessment centers.

The dissemination and assessment centers then provide both supportive and technical services to the network of centers. Their primary responsibility is to evaluate, publish, and distribute instructional materials and to disseminate information on curriculum, training, human resources, evaluation,

and assessment. These three dissemination and assessment centers are responsible for assessing the appropriateness of materials designed for publication and the effectiveness of materials utilized in programs and for overall program assessment with a view to possible identification of successful models.

The 1974 legislation required agencies in the Office of Education to work cooperatively with the Office of Bilingual Education to assess and develop bilingual resources. For example, the Office of Planning, Budget and Evaluation is conducting a study on the usage of bilingual instructional materials developed thus far. The National Center of Educational Statistics is presently conducting a study on the number of limited English-speaking children and bilingual education teachers in the U. S. to update current information. The Office of Bilingual Education and the National Institute of Education are working jointly to establish a National Clearinghouse for Bilingual Education to assist educators, administrators, and the general public in locating information regarding instructional materials, research, and other documents pertinent to bilingual education.

The Division of Elementary and Secondary Basic Programs is directed by Rudy Muniz (telephone number [202] 245-2610). Congress has declared it national policy to encourage the establishment and operation, where appropriate, of education programs using bilingual educational practices, techniques, and methods. To this end funds are provided to States and local educational agencies to develop and carry out such programs in elementary and secondary schools, including activities at the pre-school level, and to demonstrate effective ways of providing children with limited English speaking ability instruction designed to enable them while using their own native language to achieve competence in the English language.

The capacity building effort within this basic program was emphasized in the amendments of 1974. Regulations specified requiring all basic programs to use not less than 15 percent of the total amount for a basic program for the training and development of staff. In FY 1975 appropriations totaling $84,825,274 included $52,836,176 in awards to school districts for 319 basic instructional programs and classroom demonstrations, of which 68 were new demonstrations. The demonstration program in that year served 44 different languages including 17 native American languages, ancient and Pacific, and 10 Indo-European languages. In FY 1976-1977 appropriations for basic programs has increased to $69,595,000. This year the number of basic programs has increased to 425 programs.

The legislation directs the Commissioner of Education to establish, publish, and distribute suggested model programs of bilingual education with respect to pupil-teacher ratios, teacher qualifications, and other factors affecting the quality of instruction offered in such programs. It is the responsibility of that division to review the application for those factors and determine whether they warrant funding based on the direction of such legislation.

The Office of Education has considered at least two ways of establishing bilingual educational models. One way is to design a model based upon certain desired goals. Theoretically, the model can then be implemented and the process and outcome carefully documented. An experimental design may be created in which variables in the model are changed and the relationship studied. However, the Office of Education found it difficult to implement such an experimental design in bilingual education because of high costs and poor experimental control.

In 1973-74, as we looked nationwide, we discovered that what we had out there was more service types of programs than experimental design programs. In any event, because of limited funds in the area of research in bilingual education, a realistic approach to begin establishing bilingual educational models has been through the identification of exemplary programs already in existence.

Now this is the second way to find models for bilingual education. The selection of four such programs was based primarily upon evidence of their effectiveness. Program effectiveness had to be demonstrated through signficant gains in English language skills as well as content area taught in the native language. Projects screened were required to include English language instruction for children with limited English skills, to provide academic instruction in the language of the target population, and to address the customs and cultural history of the target population. Other criteria considered important in the selection of the projects were definable and describable instructional and management components and resonable starting and continuation costs. Of the four models that were selected, three were from Texas--Houston Independent School District, Dallas Independent School District, and Corpus Christi Independent School District. The program conducted in St. John Valley School District in Massachusetts was also chosen as a model. Five programs, some showing very good results, were not selected because they had no documentation of their effectiveness. Of 96 projects which met major screening criteria, 89 had evaluations so inadequate that conclusions about their success or failure could not be drawn. It became the responsibility of the Division of Elementary and Secondary Basic Programs to identify four models which met the criteria and to indicate the direction the new rules and regulations should take to correct program deficiencies nationwide. As a result, the rules and regulations of 1976 specify title control for evaluating or assessing the effectiveness of the bilingual program and title control for determining the types of experimental curriculum to be included for bilingual education demonstration basic program.

Beginning in 1977 each of the four exemplary models will be field tested through the use of project information packages. These project information packages for each of the four projects will provide educators with complete information and guidance for rapid development of programs based upon the design and materials of the exemplary programs. The replication of each of the four exemplary programs can demonstrate under which conditions the outcomes of the programs can be duplicated, thus validating the designs and establishing models. The variation in concentrations of children of limited English speaking ability in a district, differences in language dominance among bilingual children, and the varying degrees of proficiencies in the second language, the limited English speaking ability and English speaking ability children participating in the program, and the amount of instructional time spent in each language are factors which suggest that different models or different model approaches may be appropriate in different situations. Because in any model all of the variables which affect outcomes may not be known, careful documentation of the implementation of variations of any model of bilingual education can be useful in identifying factors which are related to successful outcomes.

Let's move now to the Division of Post Secondary Education (telephone number [202] 245-2609) which I direct personally. According to the 1974 Bilingual Education Act, this division establishes policy to provide financial assistance

to prepare personnel to participate in bilingual education programs, to train teachers, administrators, paraprofessionals, aides, and parents, and to train persons to teach and counsel such persons. While classroom demonstrations include some in-service training and curriculum development, they reach only a small number of students. The 1974 Bilingual Education Act addresses training needs by requiring that $60 million of the first $70 million appropriated be used for training, and that one-third of the amount above $70 million be similarly earmarked. These funds increase the capacity of the nation's education system to give teachers and administrators the skills needed to provide bilingual resources for children who can benefit from them. It is estimated that almost 129,000 bilingual education teachers will be required to meet the needs of non-English speaking children. Data on the number of such teachers now available are being collected by the National Center for Educational Statistics. Present estimates indicate that existing training programs in local school systems and in institutions of higher education do not meet the present or future needs to correct the deficiency.

Approximately $21 million was awarded to local educational agencies and institutions of higher education in 1975 and 1976 to support a variety of training programs. Approximately $9.4 million has been allocated in 1976 to provide in-service training for about 14,000 administrators, parents, counselors, teachers, and aides participating in 1976 funded projects. The major work of the Division of Post Secondary Education, then, is administering and supervising grants to institutions of higher education. These may be stipends, scholarship grants, or institutional assistance grants to universities and colleges. Scholarships awarded by the local educational agencies assist recipients to obtain degrees and/or accreditation in the field of bilingual education. About $6.5 million in 1975 funds provided trainership stipends to 3,273 personnel preparing for participation in local bilingual education projects. About $3 million in 1976 funds will provide a stipend for 856 trainees. Graduate fellowships are awarded to provide additional graduate training for trainers of teachers in bilingual education programs in institutions of higher education. These in turn will provide a resource for increasing the number of bilingual education teachers available for local school projects. In fiscal year 1975 a total of 474 fellowships were awarded through 30 universities in 13 different states at a cost of $3 million. It is anticipated that by the time we finish 1976 we will have spent about $4 million for the support of 738 fellows. Again the grants were awarded directly to institutions of higher education to support the development of bilingual education training capabilities. In 1975 $3.8 million was given to institutions of higher education just for institutional assistance. In 1976 we gave out $4 million for institutional assistance to institutions of higher education.

It is very encouraging to the Office of Bilingual Education to see the efforts of the many States that have now come forward with their own legislation. It is very encouraging to hear people like Dr. Gomez talking about the Texas legislation on bilingual education. It is encouraging to see States now coming to the Office seeking information to prepare legislation in their own States to provide for the assistance that is much needed by limited English speaking youngsters. It is an exciting time right now. What needs to be done is to take a second look at what is now available, at what has happened as of now.

Reactor Panel

Dr. Walter Howard, Chairman
Nancy Mendoza, Arizona
Mr. Bill Dean, Colorado
Matias Chacon, New Mexico
Dr. Arturo Gutierrez, Texas

Senator Chacon: I'm Senator Chacon from a predominantly Spanish county, one of the biggest in New Mexico, the county of Rio Arriba. I'm not an educator. I'm an attorney and a trial lawyer, and I became acquainted with bilingual education in the State of New Mexcio through the efforts of our then director, Henry Pascual, whom I think everyone knows. In 1973 we initiated our State bilingual act, which I sponsored. We started out with a very antagonistic senate and legislature, but they wanted questions answered. I think that educators have to learn that in order to pass things through the legislature you have to answer questions. It is amazing what can be done when there is coordination between the legislature and the Departments of Education. I think one of the problems we have throughout the States is lack of communication between the departments of education and the legislature. Henry Pascual and the other people from the department of education came in with the answers to the questions that were asked; and although we started out with an antagonistic legislature, when it came time to pass the bilingual act in New Mexico, it was approved unanimously. We got $750,000 the first year, the second year $1.5 million, and last year we went to $3.5 million. Now we are working out formula to finance bilingual education by direct appropriation as part of the total educational program.

As a member of the education committee and a member of the legislative interim school study committee, I'm very reactive to the needs of bilingual education in our State. The population of New Mexico is about 40 percent Spanish-Americans, and we have a big Indian population. We're very proud of our people in New Mexico.

Bill Dean: Colorado legislation in bilingual/bicultural education is unique in that the intent of the legislation is so comprehensive. Let me briefly touch upon its four purposes. Essentially our legislation is intended to (1) improve performance in reading, writing, and speaking in the English language, (2) improve school attendance and reduce the dropout rate, (3) develop positive self-concepts and attitudes, and (4) ensure greater parental involvement in school programs.

I am anxious, in Dr. Acosta's words, to see what happens when we take a second look at what is happening in the country in bilingual/bicultural programs. I am anxious to see what that will reveal. I hope it reveals two things: I hope that it reveals the need for agressive yet empathetic leadership in service from the federal government. Second, I hope it will reveal the need for coordination and consistency within and between the Office of Education and the National Institute of Education, particularly with respect to evaluation dollars. SEAs and LEAs need that help.

I have one question, and it has essentially three elements; so I'm getting three questions in one, if you don't mind. You stated in your address that the Office of Bilingual Education was going to tighten up the design of

experimental evaluation of bilingual programs. First, could you elaborate on "tightening up;" second, when will we know the results of that tightening up, and what are those factors; and then third, does this imply a preferred or best instructional model?

Dr. Acosta: First of all, we have to recognize that in the first five years of national bilingual education programs, a large number of them were service instead of demonstration. By "tightening up" we mean that the rules and regulations now call for more specifics from the LEAs as to what it is they want to demonstrate in terms of a model to determine what works best with students of limited English speaking ability. The LEA tells the federal government, once they have found out what the specific variables are that they are dealing with in that model, how long it is going to take them to come up with an acceptable demonstration model for the particular area they serve. The rules and regulations, then, now call for very specific information in an application to determine whether it is for a demonstration model or a service-oriented program. In the funding of 1976 we found the quality was better, and the LEAs were coming through with what the Office of Bilingual Education expects when we talk about a bilingual demonstration model. The Office of Bilingual Education is really looking for crucial achievement gains by limited English speaking ability students with those models that are being field tested. We are very excited now about the four identified models because they have shown achievement gains among Mexican-American children by the criteria utilized to select them. Hopefully the LEAs will look at those models and see what revisions can be made in whatever they are now offering to students.

Nancy Mendoza: My area of concern is very similar to that expressed by my colleague from Colorado. In Arizona our legislation is considered only permissive legislation rather than legislation that mandates bilingual education. The State legislation allows bilingual education programs to exist, but the constitution still says all schools shall be conducted in English. We need reliable data to show these people who are not looking on bilingual education favorably. We need to legitimize it in their eyes. Since you did select four models, I would like you to discuss these four programs, identifying the areas of effectiveness which were considered in their selection, especially in view of these programs becoming models for the whole country.

Dr. Acosta: There is some anxiety as to whether these will become the models for the whole country or not. Only the field testing will answer the question for us. Reviewing specific elements in the models might help you to determine why it was selected. For example, from the very beginning of the demonstration program at Dallas, Texas, they kept in mind that they wanted to determine whether by providing bilingual education to the limited English speaking Mexican-American children, the gains were going to be higher in reading and math as compared to the Mexican-American children who were not offered that type of a model. Therefore, in that particular project after three consecutive years of experimentation the achievement gains were higher in reading and math than those for Mexican-American children not participating in the program. The evaluation designed for that project, then, from the very beginning controlled what it was they wanted to find out. There was pressure from the community there. There were people in the community who did not want their children to be in bilingual education at all, and there are still some communities in the State of Texas who are opposing bilingual education on the basis that it has not shown bilingual education helped those particular students. So the LEAs do have a major job before them to prove the content of these programs.

This has serious implications for districts who really have not been satisfied with the testing instruments available or have not found what is the best instrument for that target population. Determining the effectiveness of a program depends on a certain measure that is going to be administered. It so happened that in Houston and in Corpus Christi they did not depend on one specific measure to determine effectiveness. They looked for control at the objectives of the demonstration program, and then they found those instruments that would be better for measuring certain elements of that program than others. When we looked at the achievement gains of children in Houston, we were relying not only on one specific measure but on the results of several of these.

In Corpus Christi, the management plan of the program, the curriculum, and the materials were used as constant factors to stimulate the children in acquiring the skills needed in the English language. This meant that the teachers became very concerned about the materials in bilingual education that were not really reliable for their purposes. They used the greatest number of ideas, different settings, classroom reorganization--all of that contributed to the achievement gain there. Once again, it appeared that the organization of the classroom and curriculum was much more controlled.

The same was true of St. John's in Massachusetts with the French population: the management plan, the teacher/student ratio, the fact that the subjects were followed for three consecutive years. It was a clean research study. They did not dirty their own work by having children in and out of the bilingual program. The control group was the control group, the demonstration group was the demonstration group. They were followed through for three consecutive years; but at the end of the third year, it became very obvious that bilingual education was doing something for those students.

But, there are only four programs. I am sure you will agree with me that there are many others which claim to have effective bilingual education, but you still cannot find in them a good organizational structure for implementing such a complex philsosphy. So I can understand when a parent complains or when the community complains that bilingual education is not showing that result. This doesn't apply only to bilingual education. It's just that the others have not been scrutinized as heavily as bilingual education.

If you haven't received a complete set of the packages that are now available for agencies who wish to offer their services to test them, please write our office, and we'll be happy to send you a complete packet of the materials. Right from the first page they explain the elements of the model which make it a model, and they give you all the information about what they did from year one to year four of their programs. They are very impressive programs, and I think that the people who packaged them did a marvelous job.

Dr. Arturo Gutierrez: I couldn't help but react when I heard Dr. Acosta say that the purpose of the bilingual program was to move children into the English language. Well, this may be the federal program's purpose, but the States' programs sometimes have a different philosophy, and local programs certainly have other philosophies. We need to be very clear about what concepts of bilingual education we want to follow in our own State and in our own districts when we speak to people about bilingual education. Our own biases ought not to become the gospel truth.

In terms of models, we have had certain parameters for programs of bilingual education. I think those parameters still stand. If you want to recognize a bilingual program, you're looking for at least four components. You're looking to see that you have a program that develops a child's primary language. You're looking for one that has a child's second language development as a component. You're looking for the teaching of content in English and in the child's native language, and you're looking for the area of culture and heritage permeating the total curriculum. In terms of model programs, then, we really don't have a long way to go. We have parameters, and of those parameters all we do is shift either length of time or amounts of language used for instruction in one area or another. Basically these are the kinds of things that we are all about. We have been in these programs long enough that we ought not to be spinning our wheels in demonstration programs, particularly since the other concern lies in the area of coordination. I think that the National Institute of Education ought to have the responsibility for trying out those programs. Under Title III, if we have money for exemplary types of programs, monies ought to be spent in looking at demonstration types of programs in bilingual education as well as everything else. I really think that at a time when we have recognized there are many, many children of limited English speaking ability in the nation that we ought to get the help from the federal government in establishing these service programs we so badly need and cannot possibly expand on our own sometimes in our own State.

Finally, I feel that the area of coordination spoken to in the law is not one that is really being taken very seriously. As I work with the people in Washington, I find different groups of people working on the same kinds of things. For example, you mentioned a while ago that the role of one of the centers is to find out the kinds of materials that are being utilized and to assure that these materials are made available. Centers have developed materials without making a needs assessment to find what types of materials we really do need in our State. The Office of Budget and Planning is also doing that same thing on a nationwide basis. There is a lot of duplication of effort that we're being saddled with. I think our tax dollars ought to be spent more seriously in the service kinds of programs we really need.

Dr. Acosta: I would like to respond to the stimulating comment. I think that it is very well taken. I think that I would be one of the first ones to agree with Dr. Gutierrez about the duplication of effort that exists nationwide. I think that is why when Dr. Molina took over the Office of Bilingual Education about two years ago, he immediately made this observation. I would consider him to be the father of the national network centers because he knew that the law specified coordination to him, and it became extremely important to move to the point where we are now. The national network of centers is supposed to accomplish what you are hoping to see. I don't know how long it's going to take before the other agencies recognize that a resource center, a resource training center, exists in the area. The Office of Bilingual Education two years ago saw that it was going to be difficult to bring about this coordination--coordinating training, coordinating the materials that were being developed nationwide for basic programs, identifying areas where materials could be tested, so the physical description is here now for the type of coordination we want to see. But I think it is human nature for people to go their own merry way; then all of a sudden they come to our Office of Bilingual Education for information. It is a matter of redirecting all these people to the proper channels of communication for the coordination that we're talking about.

BATTLES WON AND LOST IN NEW MEXICO: FIFTEEN YEARS IN BILINGUAL/MULTICULTURAL EDUCATION

by

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I propose to touch on about 17 items relating to bilingual education, and my purpose is to provide for those of you who are new to the idea of bilingual education something you can take with you--something you can use. Otherwise my efforts would not be worth carrying out.

I think that one of the more important things we must do as educators is clean up the cobwebs that exist in our minds. For instance, a quote from a distinguished educator, by the name of Cubberley, regarding minority people in the U. S. says:

> *Everywhere these people settle in groups or settlements and set up their national manners, customs and observances. Our task as American educators is to break up these groups or settlements, to assimilate and amalgamate these people as a part of our American race, and to implant in their children, insofar as it can be done, the Anglo Saxon conception of righteousness, law and order, and our popular government; and to awaken in them reverence for our democratic institutions and for those things in our national life which we as a people hold to be of abiding worth.*

Now, it takes at least 100 years to change cultural patterns in groups; but I think it takes 800 years to dissipate this kind of thinking when it becomes institutionalized. In bilingual education in the United States we are faced with institutional policies that have proven to be faulty, deceptive, and unworkable. We know they do not work because a great majority of the minority groups in this nation have failed to achieve or to produce in the schools or in society. I think that, at last, bilingual education will open up the avenues and do away with what I call the mental rape, the intellectual rape of children.

Let me discuss first the history of bilingual education. I intended to talk to you today about the importance of the origins of bilingual education in the Greek and Roman times, the times of Alexander the Great, and of all the Roman Empire. Coincidentally, as I was going to San Antonio from Santa Fe, lo and behold, I read an article in Time magazine which revealed the discovery of an empire dated as existing 2,500 years before Christ, and from which they have uncovered 15,000 great tablets, many of them bilingual--written in two languages. So bilingualism has been treasured and practiced by people, by us, for a long, long time.

Since we deal so much with Hispanic people, you should know that in the Southwest there is a history of bilingualism which has not been obliterated despite

the fact that the school as an institution has gone about purposely to obliterate bilingualism. Whether it has been done as a matter of negative policy or positive policy, we will not debate. I have yet to find superintendents, principals, or teachers, in fact any educator who is out to do a bad job. It is the *policy*, it is the *misconceptions* about bilingualism that we must understand, that they need to understand. We want to do a good job. We want to teach children and to help them. The history of bilingual education should clear away any misconception that anybody has about the value of it. The value of bilingual education is tremendous. Many people spend thousands of dollars trying to acquire a second language, and yet we have so many children coming to school with a language other than English which we have tried to obliterate. They come to school speaking another language than the language spoken in the school and that language hangs around their neck like a dead bird. We must do away with that kind of thinking. We must accept bilingualism as a positive factor in the development of children.

Bilingual education traditionally has been for the elite. In the 17th century Spanish was the cultivated language throughout the western world. In the 18th century, French became tremendously influential throughout the world in the 19th and 20th centuries, English has become the language of the world, and there is a reason for it. The economic and political power of nations makes a language consequential and desired. Why is it that if the rich want bilingual education for their children and go out of their way to provide it, why is it that we wonder about the importance, the effectiveness, of it for children who are already bilingual and in need of good programs, in need of intellectual development. It is a question of insecurity as has already been pointed out.

Linguistic ability has been fantastically important in great historical developments all over the world, except for one. Hernando Cortez and his 485 people, his 485 men, would have never conquered the great empire of Tenochtitlan without the help of a tremendously brilliant and capable multilingual lady, Dona Marina. We know that. We know the tremendous advantages that Cortez had because of that one individual. And so it is that our bilingual people can be contributers, can be the promoters, can be tremendous assets for this nation, and the nation has to awaken to the fact that the resource is there and use it. It is a significant accomplishment to be bilingual or multicultural.

Bilingual education has existed in the United States for many years. Between 1870 and 1914 there were many bilingual schools--German bilingual schools, French bilingual schools. In the State of New Mexico we have had bilingual education since 1848. Once again, it is how the power structure, how the dominant society, deals with the concept of bilingual education that makes it or breaks it. Bilingual education in the United States is not a new thing, but something is new: the fact that we have a national policy for bilingual education, misguided as it is. The national policy is misguided because the Office of Bilingual Education says that the purpose of bilingual education is to get kids to function in English. That approach to bilingual education is simply unintelligent.

How about the philosophy of bilingual education? There are many, many definitions of *philosophy*. I found 13 listed in my dictionary, and I took number ten. It says, "a system of motivating concepts and principles." All of us live by concepts and principles. We must accept the principle of bilingual education with its definition as a reality for the delivery of the curriculum.

The philosophy of bilingual education, then, should be the delivery of the curriculum in such a manner that the languages and cultures of bilingual/bicultural students form an integral part of the curriculum. Very simple. Yet, I realize that is a broad statement. Point by point, how can this be done, and why should it be done.

First several errors in our thinking should be exposed. Number one, bilingual education is not a discipline. You do not study bilingual education as a discipline like you do mathematics or art or music. It is not a discipline. Don't be fooled. Number two, any educational program that is conceived as remediation is bound to have difficulties. Bilingual education must not be a remedy for something you may consider an ill or an illness. Bilingual children are not mentally ill or physically ill or deficient in any manner. It is the curriculum, the school, the policy, the administration that has difficulty, not the children. The children come to you ready to learn. They have language and a culture that might be different from the language and culture of the books or of the school. That is not their difficulty, it is yours.

Another tremendous difficulty that we have in education is that we put so much emphasis upon *performance*. We saddle learners, especially children, with the responsibility of performing when we should be making a greater effort to develop *competence*. There is a great difference between competence and performance because performance by itself is so loaded with marginal factors that impinge on that performance, like testing, for instance. Test results never give you all of the things that the child can do. They give you a sample, and you take that sample and label children in many different ways.

Now and again I must direct my comments to the U. S. Office of Bilingual Education, challenging their goals. It is very erroneous to think that you can learn one language in terms of another. It is very erroneous to think that you can teach English in terms of Spanish. I learned English after I was 21 years old, and I did not learn it in terms of Spanish; but I do know that because I had very excellent schooling in terms of content, including language, I could use that training as a source from which I could integrate the learning of English. Now, when we speak of languages, remember one thing: language is not important. Language is absolutely not important at all, but you can not do away with it. You can spend $10,000 to build a swimming pool. You can hire an architect, accoutrements, pour the concrete, set up the diving board, and buy all the furniture around it, but there it sits. It is absolutely useless until you put water in it. That's language, the medium in which we are operating our schools. Therefore, you should not use bilingual education as a means to learn English. You should use bilingual education as a means of very purposeful and significant intellectual development for children.

Another consideration is tremendously important. If anyone here thinks that a transitional model that will take children from French or Chinese into English is going to do anything good for children, forget it. Transitional models are copouts. They are absolutely no good. When you use a transitional model you're telling kids, you're telling their parents, you're telling the community, "We're going to use that language you have and that culture you have until you're good enough to function in ours, the Anglo Saxon, English-speaking world and language." When you do that, you're defeating the purpose. Don't do it. Don't do it.

That leads us into the concept of language and culture maintenance. All of you know that we spend 13 years in American public schools trying to transmit the values of this country, and when I say values I'm thinking totally--social, political, economic--all that encompasses education. We spend 13 years in public schools doing this. As a tenth grade English teacher, I found that many of my kids--middle class, upper middle class, lower middle class--were very deficient in English skills. I also know people with master's degrees and Ph.D. degrees who are unable to write an elegant letter, let alone a sophisticated report. If you use the language and the culture of the child in the bilingual program for three years or six years and then drop it, you can't expect that you have done your best. If you do, you are being dishonest to yourself and you are being a fraud to the children. So what does that mean? It means that if you accept the premise and if you take the money, then you had better be committed to something that is intelligent and growing in a program that has no finite line. You instill in the mind of the learner the idea that a language and a culture is a precious heritage and that he or she will take it upon himself to continue learning it throughout his lifetime. I have not stopped reading Spanish or reading French or reading English. I have not stopped enjoying that trilingual gift or heritage or ability. So think in those terms. After all, you are educators. You are educators, and you have in your hands the responsibility for the future of thousands, millions of human beings; and unless you adopt philosophies and act upon philosophies that are significant and intelligent, then you will not be carrying out your responsibilities. Please remember that and remember it well, because the spectre may return to haunt you.

To restate the definition of bilingual/multicultural education, it is a curriculum delivered in at least two languages, one of which is English, and which represents the cultures of the students being taught. Please never think, never think, that by teaching content matter in a language other than English you are going to retard the acquisition of that subject matter or that concept by children. I put myself before you as an example. I went to school in Puerto Rico. I went to the 13th grade, all in Spanish. I took two years of English as a Foreign Language and those two years were taught in Spanish, like we do French and Spanish in the U. S. I came to the United States, and in six months I was able to acquire the other language, pass the test, and get into the American Air Force.

I have never seen a child, except for those who are handicapped, blind or deaf or dumb, have never seen a child who does not have a language which is strong enough, sufficient enough, to go into a school and be used for instructional purposes. That's basic. That's what the child brings to school. Now we have the school as a social agent here. What is the responsibility of that school to do with that child? If that child comes with a language, I don't care what it is, and he comes to the first grade, and he does not speak the language of the school, your responsibility and mine is to teach him through the communication system that he brings without making a value judgment. What happens is that we immediately make a value judgment, and we think that kid is handicapped--he doesn't know English. He's not handicapped, you are handicapped. The school is handicapped because the school may not have teachers and administrators who understand the language of the child. That's not the child's fault.

The rest is developmental. Anyone who goes into the school goes in there for a purpose. The purpose is development, mainly intellectual development,

secondly social development; although the two must be integrated in some way. There are systems to achieve that development regardless of the language that the child brings, and that is the business of bilingual education. We're always talking about the needs of the children. We forget about the needs of the school. The school has a responsibility to meet that child at his level of functioning, at his desire, his aspirations as a human being and as an American citizen. The school has some needs, and one of the needs that that school system has is to establish a program that will guarantee at some time within a 12-year span, the student will attain full, competent functionality in the English language.

A child who has never been put down because of his culture has a sense of identity. He is not an alien in his own environment. He has built within himself the knowledge of what he is, and nobody has ever said, "You are no good because you are brown" or "because you speak that lingo" or "because you eat tortillas." *Culture*--the word is powerful, and it has many, many meanings. In American education in general, educators still do now know how to identify culture and put it into the curriculum. We do have it. Let me make you or give you some examples. I taught tenth grade English as I said, and in that tenth grade English, I made it a point to teach certain books, I taught Silas Marner. Although many of you think it is an exercise in futility, it is not. I taught exercises from Beowulf. I taught poetry. I taught Frost. I taught Faulkner. I taught the Legend of Sleepy Hollow. I taught the Scarlet Letter. I taught the Old Man and the Sea. I taught excerpts from Bacon. I taught excerpts from Shakespeare. I taught excerpts from Milton. I taught excerpts from Chaucer. I taught excerpts from Pierre Teilhard de Chardin. I can go on and on and on. I know the culture of the English-speaking people. I made it a point to learn it; but more important than anything else, I made it a point to have my students learn what was there for them. In other words, I taught the greatness of English-speaking people, as much as I could in one year, because I felt responsible.

What happens when we deal with the Hispanic culture? Where is Seneca? Where is San Isodoro? Where is Calderon and Lope de Vega? Where is Cervantes? Murillo? Velazquez? Goya? Picasso? Where is Cortez? Sandoval? Where is Murrieta? Where is Dennis Chavez? Where is El Cid? Where is Carlos Fuentes? Gabriela Mistral? Sor Juana Inez de la Cruz? This is our culture. This is our history. It is not in the book, and when it is, it is distorted to the point of insult. This is the truth. You know why I know? Because when I go to the school district I pick up the books, and I read them. I take a complete series of social studies books, and I read them. I read your language arts books before I go and make a judgment. What little there is, is so distorted that it is insulting.

Bilingual programs as they exist today are limited to what I call obvious daily life items of the culture, and very few people go beyond them. What are they? They are the dress and the foods, a little religion, a few customs of the people, and we leave it at that. Do not. It is again an insult. We must not do it. The Hispanic culture is so vast and so rich that it could displace the Anglo Saxon culture and still you could take ten more years to teach it. We are older than the Anglo Saxon people. Anything and everything which is worth anything either originated in the Hispanic world or was filtered through the Hispanic mind. There is a fantastic richness in the Hispanic culture. I have three thick volumes of children's literature written in the Hispanic tongue. You find very little of it in the schools. There is some. I am not castigating

all the programs. I have found some very beautiful things in the State of New Mexico, in Florida, and in California.

What is the New Mexico experience for 15 years? In 1961 I went to Miami, Florida, when the great influx of Cuban people came to this country. I had heard of a bilingual elementary school in Miami, and I went to see it. I came back with a feeling that New Mexico was going to get some bilingual education, by God, because it was just too beautiful to pass up. I saw Cuban children who were happy, functional in two languages. I saw teachers doing a fantastic job, without problems. The language was absolutely no problem. Then I knew why. I knew that the self-concept of each and every one of those children was so high, so very well implanted, that it was just like eating cake to get into the English curriculum. That was the answer. I had visited schools throughout New Mexico and the Southwest where I saw too many sad faces, unsmiling children. It is not the nature of a child to be sad and unsmiling.

We obtained a grant from the Ford Foundation, and we established one three-year program. Our emphasis was very narrow--30 minutes a day to teach Spanish language arts and Spanish social studies. Three years later kids in the fifth grade in the little town of Pecos, New Mexico, were able to read out of very traditional reading material published by D.C. Heath Company and designed for children in Latin America. They had absolutely no problems. To make sure that I was on the right track, I selected materials designed for Puerto Rican children, I selected a teacher from Chili who couldn't speak English, and I put the program in Pecos, New Mexico, which is 99 percent Spanish-speaking, rural. I wanted to satisfy myself that there is a universal stream flowing through the Hispanic world, and I could prove it in New Mexico because I knew New Mexico well. It worked so well that when we filmed those children reading out of the material, discussing it in Spanish, doing math skills, concepts, anything you want, I knew they could understand, read, write, and discuss better than many teachers of Spanish who had master's degrees in language. It was something beautiful to see.

From that experiment we knew the potential was there. And from then on we began in New Mexico. In 1965 when Title I came out, I selected certain districts to put programs in. In 1967 we put a program in Las Cruces. Let me tell you what happened. It started as a K-3 program; then Title VII came along and picked it up. The kids are now in the 11th grade in bilingual education. Three weeks ago I saw a biology class being taught in Spanish in Las Cruces, and those kids that had come up from kindergarten were in there functioning beautifully. In the sixth grade class I saw a teacher of a sixth grade class organized as the open classroom concept who was conducting an alternate schedule. Monday everything was done in Spanish, Tuesday in English, Wednesday in Spanish, Thursday in English, Friday in Spanish, and guess what, nobody, absolutely nobody, realized what medium of instruction was being used. Nobody. Anglo kids, Spanish kids functioning in their curriculum in that language. Reading, writing, discovering, science, mathematics, you name it, it's going on. You see, it can be done if you think right and if you clean up your cobwebs.

We were able to get elected to the U. S. Senate from New Mexico Senator Matias Chacon, a man who was Mexican-American, who had been raised in a community which was Spanish speaking, and who was very proud of his language and his culture. He sponsored a significant bill for New Mexico. We did not want mandated bilingual education; we wanted an enrichment kind of bilingual education,

because this is what the minority groups of our nation deserve. No remedies, no mandates, full acceptance of their language and their culture, and a curriculum to enrich their lives. That's what we want. Matias Chacon sponsored that bill and got the first significant funding level for it. Now we have gone through the courts, and yours truly testified on behalf of the plantiffs. Now remember, I belong to the establishment. I'm still paying for it, but it doesn't matter. Our business is the lives of children and the development of their intellect.

The Lau vs. Nichols decision does not mandate bilingual education. There is not one reference to it. It's the interpretation of Lau that requires bilingual education. I am sorry to say that because of that we're court mandated, it hasn't worked. Somehow, mandates and court orders turn people off, especially those in the power structure. It is unfortunate. I think that we should be more broadminded and realize that if this nation prides itself on being a lawful nation where a democracy rules, where the law is going to dictate a great deal of our life, we should respect the law and abide by it. Mandates created a negative feeling toward bilingual education, and all the information I have leads me to believe it has hurt rather than promoted bilingual education in its full sense. So, the message is that we have a duty to promote this type of education as a positive factor in children's development, not as something that will be a hardship for children.

The original intent of bilingual education was to include the language and the culture of the children in the curriculum in 1961, at least in my State. The goals of bilingual education remain the same, although the interpretation of it leads it into functionality in English. Now let me say that English is a tremendously important language for this nation. Without it, we can't function. We recognize that. I also recognize that the quality of English instruction is perhaps the crux of the matter. We have educators who, with good or bad intentions, have promoted English as a Second Language. Between 1961 and 1965, I was accused by very prominant legislators in New Mexico of going throughout the State making English a secondary language for the State. That's not the idea. The idea is that there is a discipline called English as a Second Language, and there is an intelligent way to teach a language to children so that they become functional; but we have failed miserably in ESL programs, and do you know why? Because we try to separate it from the streams of studies to which children are supposed to go. Everything and anything that is taught in English to children who come from environments where the language and the culture is other than English, that curriculum should be permeated with the idea of English as a Second Language. Linguistics and psychology should be used to bridge the gap between language functionality and acquisition of knowledge, but we are still not doing it. ESL is a mandatory component of a bilingual program. If you don't have it, you are going to fail.

We have a few, a very few, quality bilingual programs in the United States. We are very fortunate to have some very good ones in New Mexico. I can assure you that about 90 percent of the bilingual efforts are bad. Let me tell you why. In a typical bilingual program the kindergarten children are taught discrimination of the basic colors, they are taught how to put their little foot out in Spanish, and perhaps how to count to five. If their second motor development is good, they may be taught a little song to go with the little foot. Then they go into the first grade and count up to ten. They really solidfy the colors. Then they learn the days of the week, and then they learn a song. In the second grade, the numbers are increased to 20, sometimes to 50. Three or four songs are added, and now you dress the kids in costumes to

go with the songs. In the third grade they count to 100 sometimes 1,000, and you have food fairs, and they learn how to make tortillas, and they have tacos. They label the door and the window, and everything is in Spanish, French, or English. You have taken four years out of a child's life, four of the most important formational years in terms of intellectual development, and what have you given them? You have given them one of the lowest functioning aspects of education--memory work. Memory work is the narrowest, least functional of all educational endeavors, and we do it over and over and over. Don't, don't. Please don't establish a program like that. But don't throw away the numbers, the colors, the songs, and the dance. Don't throw them away because they do have a function. They have a beautiful function. They have what I call a self-assuring function where the child begins to realize that the language and home environment are being accepted in the curriculum, and he feels good about it, and that's good. Just feeling good about it is good. But it is not intellectual development.

Other programs go somewhat beyond that. They say we're going to teach these kids oral language development, reading skills, science, Spanish, and so forth. But it is painful for me to see that all of the knowledge that has been published since 1910 in psychology, in learning styles, in reinforcement, has been completely forgotten. We have done terribly lousy things in English, but those bad things that we have been doing so badly in English all of a sudden are beautiful because they are doing them in Spanish. Forget it. It's not any good. Don't short circuit the mind by doing the things in Spanish that didn't work in English.

There's plenty of good information available to teach properly, to teach the children thinking skills, to make sure that the content is within their grasp. I am a constant reader. I am synthesizing and analyzing for you, the two top-level thinking skills we must do for children. Most of the material that I use is contained in several publications. Let me give you the titles of three: The Developmental Psychology of Jean Piaget[1], Piaget's Theory of Intellectual Development[2], and Thought and Language[3]. I read a paper by Castaneda from Stanford. He also has some interesting things to say.

Many of these ideas are valuable in bilingual education. A person who functions in two cultures has double cultural stimulus or stimulation, he has a wider social interaction sphere. Language is a technical aid to conceptual development. Imagery is the food for thought development. The environment, in its imagery, is the supportive element for acquisition of thought. Language, then, is the mediator between the environment and the individual; and they are inseparable. By being able to function in two cultures, one has a wider perspective and a wider stimulus, a great variety of images to think upon. Development of two languages gives one a wider semantic range, which is tremendously important. English, if it has fault, has a much narrower semantic range than Spanish does. The ability to shift cognition codes is also a stimulus to thought development. Think about that for a minute. The bilingual/bicultural child has a much wider affective range because he interacts and functions in

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[1]Flavell, John H. The Development Psychology of Jean Piaget (Princeton, N.J.: Van Nostrand, 1963).

[2]Ginsburg, Herbert. Piaget's Theory of Intellectual Development (Englewood Cliffs, N.J.: Prentice-Hall, 1969).

[3]Vygotsky, Lev S. Thought and Language, trans. Eugenia Hanfmann and Gertrude Vakar (Cambridge, Mass.: MIT Press, 1962).

double settings; so his biological organism must accommodate those two. If there is a psychological theory that works, it is that theory of assimilation and accommodation. It's a constant battle, it requires constant effort from the individual. Then there's a cognitive style that may differ. The Spanish-oriented researchers say that the Spanish-speaking child, because of the culture, is what they call a field-dependent individual. Now field-dependent implies Gestalt. All the research that I have read dealing with universals of intellectual development do not support that theory. For my thinking, the generalization is too risky.

Speech, Thought, and Cognition as It Relates to Bilingual Education

The matter of speech, the matter of language is a very controversial issue in the Southwest. It's controversial only because in the Southwest the Spanish language and the Spanish culture do not enjoy prestige. In any society when the language and the culture do not enjoy prestige, then something happens that makes the children sometimes completely dysfunctional in the classroom. What I'm saying now applies to Spain, France, Russia, China, Japan, Viet Nam, Korea, any of those places. It is sociological in nature, and it is human in nature. In the Southwest the Spanish language--in terms of phonology, sound system and syntax, the structure of the language--is no different from Spanish that is spoken in any part of the Spanish world; so the idea that many people have that a "Tex-Mexi-lingual" is not accepted anywhere is very erroneous. The idea that the Spanish in New Mexico is not good enough because it is not Castilian is absurd. Every region in every country develops linguistic pecularities according to the sociological development of that region. The English spoken in Austin is very different from the English spoken in Lubbock.

What happens to children when a judgment or prejudgment is made on the language they speak, especially if it is forbidden in the school or the playground or talked about in a derisive manner? What happens is that the mind of the child immediately says, "What I speak is not good enough. My parents speak that way, my parents are not good enough; therefore, there is something wrong with me, and there is something wrong with the community and the home from which I come." That is very devastating for children, and it affects their learning potential and their learning capabilities to a tremendous degree. All you have to do is go into classrooms and observe the behavior of children, especially in kindergarten through grade four or five, and you can see.

Philosophically speaking, every educator from the state superintendent to the janitor in a school has to accept, value, and reflect two ways of thought in their behavior towards children from linguistic backgrounds or cultures which are different from English. In the Southwest the people of Spanish heritage have not enjoyed the privilege of having their language used as a means of communication at professional and governmental levels. Spanish is not used in the media and newspapers, television, or radio. It is not used in the schools as a medium of instruction. Because of this situation, its status goes down. When the status of a language is reduced, the semantic range of the language begins to narrow down, until the language becomes a language of very basic needs; and the vocabulary that is usually expansive in nature for all conceptual development is diminished. That gives children a limited functionality in their language when they enter school.

We have in schools a mandate from the people to educate all children, and that education is dictated to a great degree by books. Books are the means of educating people. They are still the primary souce of education. The learning of man is stored and retrived at will in books. In Spain, because the people decided that they were not going to leave usage of language--as important as it is--up to change, they created the Royal Academy of Language which regulates, standardizes, and passes judgment on correctness. Its staff consists of very highly educated people. Some people reject standardizing the language, but in my personal opinion and experience I find it a highly desirable thing. Whether you agree with the idea of an academy of language or don't is immaterial, but you must agree that books are exceedingly important to society. Books reflect "the educated level of speech" of the people who use the language. We spend countless hours and a lot of money trying to teach the young people of this country how to read and how to write educated English. We don't escape that, none of us.

In bilingual education you have to consider the vernacular of Spanish used in the Southwest and the books written in the standardized Spanish language. You have to make a value judgment, and therein arises a conflict--a conflict dealing basically with language. What do we do? Do we use the vernacular? Do we use the standard, and why? I hope that I have defended the vernacular enough to show that it is tremendously important; but I must defend the standard language because books are the repository of the knowledge of man and contain a vast treasure of knowledge and a vast treasure of cultural heritage that we want our children, our Hispanic children in bilingual education, to have access to. If we want to open that treasure for those children, we had better accept the fact that we must teach the standard language to those children.

The argument, then, becomes one of philsosphy. Not only that but also of the practical aspects of education in bilingual programs. Those of us who have taken the responsibility of exercising leadership in bilingual education, those of us who are attempting to establish new bilingual programs, must understand both arguments and know the value of each. It's not a matter of doing one or the other because it's not a question of one or the other. It is one of value and integration.

We have as human beings a tremendous gift, and that gift is our intellect. The eternal question--although I'm convinced it's like the chicken and the egg--is which comes first, is it thought or is it language? Well, there is research to prove that thought originates in the brain separately from language; but at one time or another thought and language meet. The research psychologists suggest that around the age of two to three years old, the child all of a sudden begins to realize that speech can be used for the development or expression of thought. So that he begins to put the two together, and they become so meshed that many of us really don't seem to be able to say which is which. The best way to think about it is that speech is a technical aid to thought. It's one medium by which thought can be extended or expressed.

But, then, what is thought? I like to think about language and thought in this manner. In this age we have automobiles which are fantastically complicated and beautiful machines, the product of an advanced age. They cost a lot of money and come in all sizes and shapes. Well, speech is the same way, but speech doesn't go anywhere just like a car doesn't go anywhere without a passenger in it. Thought is that passenger carried by speech. Both become interrelated, so beautifully interconnected. Does thought influence speech, or does speech influence thought? Perhaps they help each other. Nobody knows.

I recommend to anybody who is an educator, any teacher, superintendent, consultant, or whatever, get hold of a book called The Nature of Intelligence[4]. In that book there are several statements that will convince you that what we call IQ is baloney. People assigning IQ's to kids at age five and six may be doing tremendous harm to them. If you look at a child as a biological organism, you know that a biological organism evolves and grows and strengthens and that the brain grows and matures just like any other part of the body. Intelligence depends on that very process; therefore, intelligence grows and matures too. At age 55 I am still capable of learning. It may very well be that the ability to grow intellectually is something that is everlasting until we die. If that is the case, we are doing great harm to a child by thinking that if he has 110 IQ, that is as far as he ever can go.

The term "limited English speaking ability" is heard all over the place now. People in civil rights are using it, the U.S.O.E. is using it, everybody. Generally when you say "limited English speaking ability" people immediately believe the child speaks more Spanish or Navajo or French than he does English. No, that is not the case. Please don't think that way. Think "limited English speaking ability" in terms of what a middle-class Anglo child from a well-to-do, comfortable home with educated parents, a television, and books, and all of the things that we think of when we see children portrayed in American textbooks. Think of that child, and then think of this Mexican child or this Indian child. Think of it in that way because our problem is not that the children have another language at home and because of that language, they can't speak English. The problem is that the Mexican child or the Indian child is unable to perform linguistically on the level of that other child for whom American books are written and the American curriculum is designed.

Except for immigrant children the majority of the ethnic groups in the United States will have some knowledge of their home language, but more knowledge of English. How many times in our schools do we think that because a child can follow some simple directions and answer *yes* and *no* that he has enough English to function in the curriculum? Yes, he understands because he gives you a surface appearance that he understands. Language is very complex. Mental operations are very complex. Having two mediums of reception is very complex. How these things interplay is tremendously important. A child may be at a stage of intellectual development that when he receives signals which depart from his chains of speech, his mind, now functioning like a computer, may miss a great number of cues and absorb a very narrow semantic or syntatic range. So another big problem in our schools is the teacher who is monolingual, who is unable to understand the complexity of bilingualism or the nature of it. That teacher may decide a child is English speaking, therefore, he doesn't need bilingual education.

Let's go into the thought pattern. From the time the child is born until he is about two years old, he is operating at a sensory motor level in which he touches, experiments, feeds his mind through his body. He forms images in his mind, but they are fuzzy. By the time he's four years old he has progressed to using language, acting upon objects, and using symbols. Then we have to worry about how kids acquire concepts. Well, visual images and tactile images,

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[4]Hunt, M. V. Intelligence and Experience (New York: Ronald Press, 1961).

both global, gestaltic, and partial, are the main ingredients for development, thought development. The material is being stored. If you think of intellectual development or concept acquisition as an inverted pyramid which is never-ending and think of it within a network, then that represents the way the mind works. The thought and speech coming together for those first five or six years have already formed in this young human being a pattern for acquisition, dictated primarily by the language of the home and by the culture of the home, community, and the peers. That human being has spent a tremendously important six years of his life building up that system.

What happens when that child is brought into the school--and for all children, not just Mexican-American kids or Navajo kids, but for all children--there is a tremendous change from the home to the classroom. Whether you like it or not the language of the classroom, the language of the books and the culture, and the surroundings of the classroom are different from home. Who has the advantage? The advantage is given the middle-class Anglo child. I'm not saying that middle class is bad. I hope that all of us aspire to something higher than middle class. I certainly do. I aspire to the top, the elite class, the best that I can get. I have been doing that ever since I can remember. I don't want to belong to the lower classes. Who does? So I don't say "middle class" in any kind of prejudistic manner. The American textbooks, the American curriculum guides, the American school, the American environment in the public schools is built, and rightly so, for the American, Anglo, middle-class or higher child. If you have a child from another linguistic groups, another culture group, another social group coming in, he has the disadvantage not the advantage.

Now we start putting two and two together. Why is it that one performs and one doesn't? Think of all the possibilities we have discussed. That Chicano kid or Hispanic kid is at a tremendous disadvantage, and it is not his fault. The system is built to the advantage of one group and not the other. That's what people mean when they talk about equal educational opportunity, equal access to education. That's the key. It's not that you Anglos are a bunch of S.O.B's. It's that those kids are not getting the chance that the other ones have. Now our task is to find out how to mediate that.

"In order for speech and thought to be mutually serving, speech has to become rational and thought has to become verbal; then they become mutually serving." That's what you want. You want to marry these two things together. Believe me, it isn't easy; but I admire kindergarten, first grade, second grade teachers because they do a fantastically, beautiful job of this. They make speech rational and make thought verbal. The only problem that we have--and the cause of it is the teacher preparation institution--is that many teachers do not realize at what time you must make the two come together. Sometimes we overload the kids with tremendously abstract thinking, symbolic thinking, when they're not ready for it. They are unable to profit from it.

These four are very important stages of development in speech: the *natural stage* or the babbling stage (ages 0-2); the *physical stage* (ages 2-4) when sounds and body movement lead to imitation and recognition; the *external operations stage* (ages 2-6) when using speech dissolves internal problems--questioning, relating words to objects, syncretizing, globalizing, putting parts together and labeling, coming to a conclusion, and using the chain of speech representing the thought. Kids begin with just words or sounds. They advance to little phrases and begin expanding. Soon they are using the chain

of speech, and they are able to talk. Finally the internalization of speech takes place. By the time the child is six years old he has mastered his native language. From then on all he does is enrich, expand. He knows the basics. Now he embellishes by using transformation words, connectors.

That process is tremendously important to think about in bilingual education because it has to do with values, and that concerns the development of morality. When you say *morality* the word conjures up a contrast of morality versus immorality. I don't mean that morality is a code of ethics and values by which a group lives. Morality is developed in children again by stages. The child, by ages one through seven, thinks of the world as the ancients did: "The world is the center of the universe, and everything revolves around the world." The child is the center of the universe, and everything revolves around him, and he develops a pattern of behavior according to that conception. If a tree falls, it falls in relation to him. During this time span a child does not understand the rules that govern his peer groups, his family, and so forth. He may be able to follow them, he may be able to go through a stimulus-response pattern in obeying and doing certain things, but he can't understand why he is punished for doing things wrong. All of the rules that the child learns by age six are just stimulus-response. Stimulus-response learning occurs at a very low level.

The age of seven to 11 has been labeled as the age of incipient cooperation. The child begins to acquire a sense of social character and a sense of social morality. He begins to really grasp rules, and he begins to see that rules may be flexible. That is when you have the argumentative stage in children, when he may not agree, but he still does not have an external point of view. It's beginning to develop, but he does not yet have it in his grasp. It is only between the ages of 11, 12, and 13, and then it varies, and let me say that in all these things that we are talking about there is what psychologists call the age of differences. The child may be acquiring some mental structure here, some speech structure here, some morality structures here, but we haven't found a way to do it. In the morality of children the genuine cooperation stage is ages 11, 12,13. Don't feel too bad because I'm 55, and I haven't reached that yet. In here then he begins to see what is legal, what is not legal, when he is able to discuss and argue and come to understandings.

If you think of morality in education and think of your social studies curriculum, you will be making a lot of changes. But why do I bring this up? Because each ethnic group has its own moral education that it imposes on children, and these vary. Even ethnic groups that have been here for hundreds of years still maintain their own. We may be imparting all of these things unconsciously. It's important to minority group kids because there will be a conflict between them and the Anglo Saxon middle class. So the world the child comes from becomes very wide and very large and often conflicting, and those conflicts will have to be faced in bilingual education. Don't spend any time teaching and emphasizing the obvious, the universal, the things that all of us do as human beings. It is the contrast that we must understand and come to grips with.

Discussion Panel

Dr. Arturo Gutierrez, Texas
Rosita Cota, Arizona
Able McBride, New Mexico
Dr. Bill Abrams, Nevada

Dr. Gutierrez: Bilingual education is interrelated to culture which is a very integral part of every bilingual curriculum. One of the problems, of course, is that none of us really understands the different cultures well enough to teach about them with understanding. In many bilingual programs most people emphasize the most obvious--the music, the food, the dancing, the dress. So we all have pinatas, we all have big sombreros, and we never move beyond that particular level. What you're saying is that we really need to look at things much deeper than that. The conflicts that exist, for example. Or in terms of how one group views responsibility. Of how we view cowardice and bravery--those things that are considered to be one thing in one ethnic group and different in another ethnic group. Of how we live our lives or where our values really lie. This is an area that is very much neglected in helping teachers and school districts implement these programs.

There is a deep and a formal culture involved with baptism celebrations, weddings, funerals, and just a whole page full of things. These are the kinds of things we should be looking at; however, it becomes very difficult because every community, nation, State, or city has its pockets of idiolects, dialects. It's the same thing with beliefs, values, and attitudes. It depends on how you look at them.

Dr. Abrams: I was just thinking about the afternoon over at the Institute of Texas Cultures, and that was my impression entirely. It was a very beautiful enterprise; and the shows and all of the plays were quite interesting, but I wonder about parading children through there. It is simply surface.

Dr. Pascual: There is a great advantage in getting old because you read, and you reread, and you begin to understand. One of the big mistakes we make is that we jump over the river and don't touch the flowing water. There is an awful lot of reading and internalizing which we must do in terms of psychology, sociology, the way that societies are funded, live, and transmit information before we get into the actual stuff. Teachers are victims of jumping across to the contact and what do I do tomorrow without really understanding why it is that I'm going to teach the breakfast, lunch, orange juice, or whatever. There is too much jumping over without really understanding basics. We need an awful lot of translating. All of this material is couched in an unintelligible language, and it's got to be done and redone. Are teacher trainers at fault for not doing that? This is why I come out very negative against curriculum development, because in my mind there are so very few people who are qualified to develop curriculum.

Dr. Abrams: I know there are States that have the same kind of certification requirements that were introduced in Nevada in 1964. The State board put in the teacher certification requirement of three university credit hours in multicultural education, which, on the surface, is something; however, I think that such a course is just a once-over-lightly of different characteristics of different ethnic groups, and some of the teachers are quite turned off by the whole thing.

NEWS FROM THE POTOMAC

by

Thomas L. Johns
School Finance Program Officer
Bureau of Elementary-Secondary Education
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I realize that school finance is not the primary interest of this audience, but I know you are aware of the inevitable friction between programs and dollars; and if programs, such as compensatory education, special education, vocational education, and bilingual education are to achieve an adequate financial guarantee in the State school finance formula, then adjustments in these programs must be incorporated structurally into the State school finance program. Otherwise, funding will be subject to the vagaries of available federal resources, local wealth, and local concern. In virtually every State there are categorical programs or pupil adjustments for such programs as special education and vocational education. Approximately 18 states have programs for compensatory education which are funded at the State level. Some of these are merely gestures, but some have substantial money behind them.

A few States have provided money for bilingual education, but these are only a few, and these States have only recently included such adjustments. In the 60's we had federal money put in for special education and for compensatory education, and these federal programs acted as an impetus for States to include adjustments in their State programs. Recently federal money has become available for bilingual programs, and I'm sure that this will have the effect over the years of stimulating additional State interests and guaranteeing State money for bilingual education.

Now the reason why the State puts adjustments in or puts special money in or puts guarantees of money in for special programs is that concerned citizens lobbied for the legislation for particular programs. In recent years the lobbies for special education both at the federal and the State level have shown a remarkable degree of success in achieving high levels of State funding or program guarantees for special education.

The point is, if you are trying to get States to consider putting in a State funding for a special program, such as bilingual education, the best time to do it, the most effective time to do it, is when States are evaluating and developing State school finance programs. In the next two years, virtually every State in the United States will be undergoing a comprehensive review of the State school finance program. Why? Because we're providing money to the States to do this. Now I don't mean to imply that States evaluate their State school finance plans only when federal money is available; that's not true. Much State funded school finance evaluation has gone on in recent years. A number of States routinely evaluate their program every two or three years, but the fact that we are now providing federal money to States for evaluation of State school finance programs and for the development of State school finance programs is going to be of tremendous importance across the nation in encouraging

States to undertake these comprehensive studies. Now why should you be interested in this? I repeat, during these periods of evaluation and change, during these periods when you have committees looking at their State school finance program, when you have legislatures looking at State school finance programs--this is the time that if you want to achieve adjustments in State formulas, if you want to have bilingual education or any other program recognized structurally in your State formulas--this is the time you should make a maximum effort, this is the time you should become concerned.

Let me briefly describe some of the programs through which we are providing money to States, and then let me spend a few minutes discussing the possibilities of your involvement in this program. The title of the program, part of the 1974 amendment, is called Section 842; we call it assistance to States for State equalization planning. We haven't heard much about it because it is only recently that we have gotten money to fund it. This summer during the transition quarter we got $3 million, and in October we got an addtional $10.5 million. That's only $13.5 million, but for school finance research it is a lot of money. The State of California has an entitlement under this program of $1 million. The State of Alaska has an entitlement under the program of $100,000. Every other State has an amount in between that based on the ratio of their population to the population of the States as a whole.

The legislative purpose of the program was simply this: to offer to reimburse States for money that they have spent in developing State school finance programs which the federal government considered to be equitable State school finance programs, and the law said that the Commissioner shall write guidelines to determine setting forth what is an equitable program. We did that. We wrote eight of them, and one of them I think you should be particularly interested in. The guideline dealing with cost variations says, "State school finance programs shall be designed to identify those pupils with greater or varying educational needs and take these needs into account in the State school finance program." The eligible applicant is the State department of education unless State law designates otherwise. In three States that have applied so far, we've given grants to agencies other than the State departments of education, but by and large the applicants will be the State departments of education.

There are two procedures under which you can participate. If you think you have a pretty good State finance plan, like New Mexico, Utah or Florida, then you simply submit a description of your State law. We will look at it; and if we think it meets our guidelines, we approve it. If you can identify money you spent in actually developing that State plan, we'll write you a check for it. In the case of Utah, Florida, New Mexico, and a few other States, we've done just that. Most States, though, are not ready to submit their State school finance program and say, "We think this program is good enough that we are willing to submit it to you right now, in its present form, and have it approved." Rather, these States are submitting proposals to us to develop State school finance programs. They will submit the program which they eventually develop to us, and we will examine it. If it is acceptable, we will approve it; but in the meantime we will advance money to these States during the development process.

To date we have had 28 States apply, six have submitted State plans, 22 have submitted proposals to develop State school finance programs. Now of the states represented here, New Mexico, Montana, Oklahoma, Colorado, and Utah have applied

under the program and have received grants to date. Of those States, New Mexico and Utah have submitted their existing State plans and have applied for retroactive reimbursement. When we send the State a retroactive reimbursement, it becomes their money; and we have no control over it. They can deposit it to the general fund, do nothing with it, or they can spend it on school finance evaluation. Both Utah and New Mexico have, although they are under no obligation, decided to take their retroactive reimbursement and spend it on school finance evaluation.

What might your involvement be in this program in terms of bilingual education? If your State has not yet applied, and your State finance program does not include an adjustment for bilingual education, or in your view that adjustment is inadequate or unfairly structured or you think the existing adjustment or the existing guarantee or the existing fund for bilingual education needs to be evaluated in terms of cost, in terms of effectiveness, in terms of need of children participating, then by whatever means you think is appropriate, I would bring to the attention of the people who are preparing the application under Section 842 or the policy group which is directing the preparation of the application your views or the views of the people who are interested in bilingual education that the bilingual education component be included in the study design. A bilingual education component, generally speaking, would be no more complicated than this: examining the need for bilingual education in the State--that means counting the children, taking a census, examining the programs that are now being offered, determining the cost of those programs, determining the costs of programs which are judged to be effective, developing a cost waiting, or at-the-pupil cost that can be compared to the normal grade-school child, so that recommendations could be made to include cost variations in the State school finance formula.

These are expensive and time-consuming studies, but unless such a study is done, all too often when recommendations are developed after a school finance study, there will be no recommendation for a bilingual education component unless the study is structured to include an examination of the need and the cost of bilingual education. At the time the recommendations are drawn and the legislation drafted, bilingual education will be omitted. It's very important to become a part of the evaluation and study process if you are to have the need for bilingual education fairly considered in the eventual State plan that will be drawn and hopefully translated into legislation.

If your State has already applied under this program, then it is a bit more difficult to influence the use of those dollars at this stage, but it is not impossible. Plans can be amended, and if you can make a persuasive case to the policy makers, to your chief or whoever is directing the study in your State or directing the use of monies if it is a retroactive reimbursement, then I think you have a reasonable chance of success in including a bilingual education component in this study. If you are interested in knowing the study directors in your State, then I can provide you with this information. If you want to know more about this program, contact the School Finance Unit in the Bureau of Elementary and Secondary Education, Office of Education.

RESEARCH AND EVALUATION PROBLEMS

by

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At the heart of bilingual education is assessment, oral language assessment. It's the key to everything. One of the problems frequently arising in bilingual education is that the Spanish surnamed kids and the foreign-named kids are placed into a bilingual education program without really, really knowing what the communication language of the child is. Initially then, the first thing that should be done in developing a program is to complete a thorough assessment to find out what the child's communication language really is--the home language, the native language, whatever you want to call it. I like to call it communication language because I'm a Spanish dominant speaker when I am talking with my family circle or my home circle, but when I get into the world of my profession I'm an English dominant speaker; consequently I would qualify as a limited English speaker at that level. Without an oral language assessment I would be thrown into a bilingual program in Spanish, and I would be given content material in Spanish when my communication level is really English. So assessment is the number one priority in development.

Next, the whole business of the role of language and culture needs to be looked at before you get into the program. We have learned from the intensive language training programs which were developed from the Peace Corps and the Economic Opportunity Program that it is very simple to teach language, if you have enough time and if you can control the environment. I was involved in an intensive language training course for Teacher Corps interns four years ago, but I was concerned about the communication level that we reached. We found that we taught them how to speak Spanish very well, but we never did teach them how to communicate with kids in the barrio. It's important to consider the cultural components as you begin to look at the language and development program. How do you incorporate that? What role does culture play in the language? Research has really not determined what role culture plays in language learning. By the time the child gets to us he's learned all of the language that he needs to survive in his culture, but we don't know how that culture will affect his learning. We need more research in that area.

How do we evaluate what we're teaching? I think that we should really look at the goals of the program in a way that can be measured. How can we evaluate what is being accomplished? If we expect to get money to evaluate a program, we should develop a program based on goals and objectives. The whole question of individualized instruction is crucial here. You cannot teach bilingual education to everybody at the same time. Some students will come with limited English, others will come with a lot of English, others will come with no English at all. You are going to have to devise ways of individualizing instruction.

That's a problem for most public school systems because we're not structured administratively or organizationally to provide that. That's why I feel bilingual education can be a vehicle to bring about institutional change. If we really,

really commit ourselves to providing bilingual education, we're going to have to individualize the instruction. We're going to have to assess and not use standardized testing. I haven't seen a standardized test yet that tells you what language a child really communicates in or what aspects of the language that child communicates in.

Discussion

Question: Up to now you have talked about individualized instruction and most of what you said was based on the language. Do you look upon bilingual education as a language program or as an integrated program?

Answer: Bilingual education has to use a holistic approach. For instance, in order to prepare a staff for bilingual education, I think it is important to look at this whole. What I'm calling the philosophy of education for the culturally and linguistically different forms the basis for developing attitudes about the culturally and linguistically different. With this philosophical background we move into a socio-cultural awareness component that is field-oriented, home and community-based. The staff does not go into the community, for example, to teach that home a better way to live, but to learn how that child learns most of the time because most of the time he is away from school.

Question: Then what you're saying is that the child's lifestyle dictates his learning?

Answer: It contributes to it, yes. Very much. Let's face it, the formal learning takes place in four or five hours at the most. Learning habits have been developed before the child gets to school.

Teaching strategies must evolve from cultural philsosphy, that is, cognitive inference--anthropologically, sociologically, psychologically, aestnetically, and historically. Who I am, where do I come from, where am I going, and how am I going to get there? The in-service teacher must come to grips with that, establish his or her own identify as an individual, as a culturally different and culturally distinct individual under the assumption that once he identifies himself as a culturally distinct person he will be able to relate to others who are different. I might not identify with you because you are an Anglo and I am a Chicano, but I certainly will relate to you because I am a culturally distinct individual and so are you.

For example, take the anthropological perspective. The anthropologist looks at culture as a basis for classifying people rather than race or creed or whatever. Language is a vehicle for communicating that culture; and we place a very important emphasis on language, but not a total emphasis because your child can be born tonight and if you give him to me, that child will learn my language and my culture, not yours. It's amazing how we get hung up in this country on the one model, Americans. Once I establish a perspective based on this kind of information, then I can go to the home of my Chicano kids or my Indian kids, and I won't be concerned because the fork isn't on the left side and the knife isn't on the right. In other words, you understand the lifestyle of the child, the culture of the community so that, as a teacher, when you prepare the materials that your kids are going to deal with, they will not make the child feel inferior because of the way he lives. You're going to be able to go back into that home, go back into that community and continue to communicate with them, while they are also learning to communicate with the world of our society--biculturalism.

The school creates problems by making too many decisions for people instead of providing people with decision-making capabilities. I should have enough information about your culture so that I can decide if I want to be bicultural or monocultural, but the school should provide me with that choice so that I can make the decision. At least that's the way I teach biculturalism or multiculturalism.

Incidentally, this should be a process because I can't teach you about the Chicanos or the Puerto Ricans or the Anglos or the Indians. Nobody can because we differ. The Chicanos in San Antonio are very, very different from the Chicanos in San Diego. You cannot read about the Chicano and learn about the Chicano all over the country, but you can acquire some skills and give your teachers some skills that will get them to process themselves to certain things every time they move into a certain community, so that they can learn the life of that community and respect it when they teach their children.

Through that kind of process, we can look at language as communication, we can look at the socio-cultural, the social functions of language. The way I'm *languaging* now, for example, is very different from the way I was *languaging* a while ago. We have as many languages and styles as there are social functions. We shouldn't get "hung up" on correct ways to speak because the children that come to you come to you with the correct way of speaking for their purpose.

Question: I wish you would follow that up because that's where I think we got hung up. Children do come with communication skills. They don't have a language problem; the schools have the problem. I wish you would follow up on that. We use our judgment and determine the child is deficient.

Answer: That's why assessment is so important, real assessment, where you sit down and you listen to that child put together sentences. I find the best way to do this is through repetition. If I want to find out what characteristics these kids have, I construct a series of sentences with those characteristics, model them on a tape, let the child listen to that, and repeat it. Then you sit down and listen, and listen, and listen. One of the things we have never taught our teachers is how to listen to the language of the children.

Treat with dignity the language that the child comes to school with. The Spanish language, for example, in northern New Mexico is a little older, and there have been some changes. We've had our running battle with linguists who may be causing some damage by claiming the local vernacular is wrong. Don't belittle the language. Assess how that child communicates and use the communication skill he has to help him learn another skill, but not to lose that skill necessarily. Take into consideration, also, that language changes. Language changes as the socio-economic environment changes. You are not born with language, you are born with language capabilities, but you learn the language that you hear. Many linguists try to tell us how we learn language, but we really don't know how language is learned. We can guess at it. Watch a little baby. He quickly starts making sounds. Pretty soon he will say, "ma ma ma." His mother grabs that child and kisses it. What happens? The child gets reinforced. That's about as good a guess as any.

Language is a very important component in bilingual education, but only after the staff has had the philosophical background and the sociological background. Ultimately we get to what I call the diagnostic and prescriptive strategies rather than methodology. For bilingual education you have to establish relevant diagnostic testing. We, the educators, are the ones who are going to have

to force our civil rights officers to deal with realistic measures and instruments. Hopefully the NIE will begin to fund some realistic research in terms of development instrumentation that really works instead of the testing bureaus which have become a fantastic bureaucracy in this country.

You must develop a relevant diagnosis so that you can establish performance criteria in order to know when a child has learned something. That's going to require individualized instruction, and it's going to require small-group teaching, peer teaching. You've got to be prepared to utilize community people to come in and teach despite the fact that they don't have certification--another bureaucracy. Parents have been teaching their children and teaching them very well before they ever came to us. We have to utilize that.

Then we must have materials. I am really disturbed when people tell me we don't have good teaching material. Anything can be good teaching material if you have established performance criteria, if you know how you want to teach and what you want to teach. Whatever you have at home will work. Now I realize there is very little material that is really good in bilingual education; and in spite of what Title VII says, in my opinion the material development centers are not going to produce good materials for the next ten years because they're still translating Dick and Jane stuff.

Finally, what we don't do in education is teach teachers how to plan. As I work within classrooms throughout the country, I find that the biggest, most important problem we have is planning. Teachers must learn how to organize their day to accommodate these students, in spite of a principal who watches the clock, rings the bell, and demands that lunch money be taken.

Question: What kinds of tests have been developed to do the assessment you recommend?

Answer: Ed DeAvila has developed some interesting achievement tests. I don't know whether they are ready for marketing or not. They are the best that I have seen for achievement. We've been using the Gloria and David tests. It does work with junior high, high school, and even adult levels if you work to ignore the content. At the Institute we are developing an instrument which we hope to have ready for field testing in another year at the secondary level, but there is really nothing in oral language assessment. That's why I encourage teachers to learn enough about the language, find out what it is that you want to learn, and put something on tape.

Question: You put an emphasis on an assessment of the oral language, but bilingual education is broader than oral language development. Is there any assessment that you would make of cultural status or thinking patterns when you're talking about assessment?

Answer: I think that needs to be built into the assessment. We have not yet found a way to measure attitudes. Ed DeAvila is getting into that. The best way is to deal with the community. For example, in developing a program, we have asked parents of the children that we are going to be working with to come in and help us develop objectives, screen, and also to help us work with the program. They've been our best assessment. Before we went to Pueblo, Colorado, we said, "Let us test your children, and then we will help you develop a program based on the test results." We worked with parents in the community and

put together a package that reflected what the parents felt was needed. Then they participated in interviewing and told us when they felt the kids were really communicating.

Question: What I'm asking is that if you do an oral language development assessment, and yet that's just one part of the circle, but there is a broader circle that deals with something cultural, is it necessary to have an assessment of that broader circle over here with a pre-test and a posttest, as you would in the oral language development? You're expecting something to change as a result of strategy that you developed. Will you deal with this area because it is a fair part of the bilingual program? Secondly, you said that the bilingual educational program is a vehicle for institutional change. Now if you were to test that concept, what kind of institutional change are you looking for, if you are going to judge the bilingual movement?

Answer: My university has adopted the model that I have developed, and they have a master's program based on that theory; but we're still offering philosophy under a course number 550 that meets on Tuesdays and Thursdays. The cultural aspect is covered under two courses that meet on Wednesdays and Thursdays. I feel we should first teach philosophy in a block. It might take three or five weeks of intensive work on that, nothing else. Then we would move into the socio-cultural awareness and we would move out of the university to actually participate in the community life of the ethnic kids we're going to work with. Then we would move into the language, and then into the strategies. When my university allows me to do that with all 300 students instead of just the ones that I control--that will be institutional change. The same observation holds true for the districts. When the districts allow us to really accommodate this kind of teaching, in which we can get into individualized instruction instead of just having to teach 30 kids the same thing at the same time and the bell rings at the same time for everybody--that will be institutional change.

RESEARCH AND EVALUATION PROBLEMS

by

Dr. Jose Vazquez, Director
Multi-Cultural Education Division
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First of all, I think that we have to view this process called bilingual education as an opportunity rather than a program. The phenomenon that took place between 1967 and 1969 was an opportunistic phenomenon. All of a sudden the federal government made monies available for something called bilingual education without having really looked into the areas that had to be researched. So what happened? Educators began writing proposals dealing with unrealistic objectives and without adequate assessment instruments, but for the sake of what? Of getting that proposal funded so that the districts would have bilingual education. To this day we are still in the same syndrome. We don't have enough evidence to determine what really works, what models can be implemented--and in which communities. Dr. Mazon has said, "We cannot be isolated as a linguistic phenomenon. It's a total process."

If you are concerned about language assessment, the most comprehensive list at this time is one prepared and distributed by the bilingual research unit at Hunter College. You may secure the booklet, called an Annotated Bibliography of Language Assessment, from the New York State Department of Education, Albany, New York. What you will find in that document is a description of the assessment instruments, the age level, and an analysis of what is contained in the text. These will be amplified--and we are already working with that--not only for Spanish, Italian, and French, but also for all languages and all instruments available.

Question: If they are not evaluated, then in order to know which are any good you have to have a copy of all of those listed in the bibliography?

Answer: No, it's more an annotated description of content.

Question: Isn't that the same thing?

Answer: Well, I think the user must have the opportunity to analyze the instrument to see if it's going to work because we could not say at a national level that the test which is good in Albuquerque for a certain community is going to be the tool needed for assessing the language dominance of another region.

I have generalized federal funding for bilingual education by calling it opportunistic; but people have to explore that avenue to get money to grease all the necessary wheels for educating linguistic and ethnic minorities. Yet the same people who have that deep emotional commitment to the concept of bilingual education have not been entirely responsible about researching everything that might throw some light on the program. So we have this dichotomy. One side says that what they have is good and based on parental satisfaction and community satisfaction, but the other side, the people at the State level, say that they have to be accountable to the State legislature. If you are going to get additional money that legislature is going to want you to show them hard data, data that can convince them and Congress as well that these programs really help children to become better educated.

Now, that is not an obligation exclusively for bilingual education. If we look at the figures, the federal government spends about $120 billion for education, and less than a fraction of one percent of that is invested in research and development in education. In comparison agriculture gets 3.6 percent and health, 3.7 percent. There's a need for more knowledge upon which to base the adoption and utilization of bilingual programs. Let's call it R and D, Research and Development, which is the prime mission of the National Institute of Education. Applied research, academic research, any kind of research, tries to answer questions. The answers can, in the long run, help schools to offer better educational opportunities and quality. In the area of bilingual education, specifically as it pertains to research, the policy makers and the people who obligate funds would get a clearer idea of what research could contribute to the schools, the colleges, the universities, the teachers, and the students if educational institutions were clearer about what they taught. Educational researchers have been highly criticized by people in other disciplines because they use the same tools, concepts, and theories of inquiry borrowing from many different disciplines in order to answer questions that pertain to education. We cannot say that we have a distinct scientific method in educational research. Even so the tools, the concepts, the theories, the vocabulary, and the mathematical concepts we have developed are very difficult to translate to the practitioner and to the classroom teacher.

Another problem area in research is comprehensive planning, which is very much related to testing. I think it's horrendous when we see in a district one type of Title VII program, one Title I program, one federally supported program--and all these funding sources are asking for the same kind of product evaluation. Some of my students in New York could recite the American Test for Reading Ability because they had taken it seven times a year. To rely mainly on translations of tests is not going to get us any further than we are now. When that research is done, it doesn't provide immediate answers to those issues of most concern to the policy maker and the administrator. Then the fight really starts, and who suffers eventually? Our children.

When I refer to bilingual education, I absolutely do not refer to bilingual education as remediation. Bilingual education ought to be an option, an opportunity for children. So far it has been relegated to those who are in need. If we take as a premise that the child is deficient, we are programming the whole input for failures. I think the other children should also feel deficient because they cannot communicate in the language or languages of the community. In essense, research in bilingual education and in education generally operates in a troublesome environment because everyone concerned with it has had the opportunity to go to school and therefore feels competent to make judgments. Educational research is not like doing research in Chinese history, or in oceanography or in any of the fields less affected by the behavioral sciences.

Question: In the *Lau* decision language is described as a barrier to educational opportunities. You were talking about the view of remediation. Isn't that the same thing? Isn't the notion of remediation inherent in *Lau*?

Answer: I think the premise is, but if we expedite the process for children to learn English so they can enter the mainstream, we must consider also whether the mainstream is polluted. Language is not the answer. NIE has been conducting research since last June reported in a series of position papers on the *Lau* Remedies. Some confusion has been created by the interpretation of the *Lau* Remedies. Some people believed the Office of Civil Rights had determined that

bilingual education was the only avenue to achieve their purposes. That isn't so. OCR says that bilingual education can be an option, but it is not the only option available.

The difficulty is also reflected in the Congressional mandate for Title VII. The Title VII guidelines declare that any program funded with Title VII funds must include at least ten percent of those students who are not of limited English speaking ability. In a recent evaluation of the Title VII programs, one of the criticisms was that in some instances there were too many children in programs who were not of the same ethnic groups and too many who were monolingual in their speaking. The *Lau* Remedies complicate the whole situation because at the same time you're saying there must be integration within the district, you are segregating. The moment you segregate linguistically, you segregate ethnically.

Question: That's another problem that I'm bothered about, especially in classical research design. We talked about how control hurts an experimental group; you get into trouble when you start doing that.

Answer: You cannot do it. You are now in non-compliance if you do. However you could comply by using that new individualized instruction phase. Then you wouldn't have a comparison because there wouldn't be a need for a comparison group. The observation you make is really a key question.

Title VII, Part C, deals with research. It is mandated that the Commissioner of Education and the Director of the National Institute of Education formulate a plan in order to conduct research in those areas which affect children of limited English speaking ability. Although the law mandates Title VII to deal exclusively with children of limited English speaking ability, NIE is not prescriptive; so we want to explore the areas to bring about participation not only of the monolingual English speaking child but also the child of that minority within the district who is already second or third generation and does not speak any Spanish. We are not limited to the Title VII funds, but the research is being conducted through RFP. It can also be done through unsolicited proposals, which is another way of receiving funds from the National Institute of Education.

How do we in the Multicultural/Bilingual Division at NIE set up the research agenda for fiscal year '78? The categories are very broad. The division is divided into two areas: social-cultural processes and instructional processes. Under social-cultural processes we talk about community participation roles, community participation analysis, and modes of community participation. We don't want to create a research agenda so restricted that when we secure from the field an unsolicited proposal, we cannot entertain it because already we are locked into one specific area of research. I think it's terribly important to researchers to understand the goals of a community in terms of bilingual education. We might be advocating maintenance, but the community may want transitional programs or visa versa. That determination affects every community. Depending on geographical location, ethnic composition, or whatever, they ought to have a voice in deciding what they want out of bilingual education and what approach to that educational process should be implemented in the community.

Second, in the area of socialization roles--and that would include the areas of cognitive development and learning styles--there has been much discussion about the tendency to lump all Mexican-Americans into one mold. A program may claim to

be dealing with rural Mexican-American children; so we go into the area of language use and proficiency and informal learning, and that really is the Pandora's Box--language assessment. All the assessment that takes place today in language concerns how proficient the child is in English; we never bother to find out how proficient the child is in the target language. Very few children placed in a program are A in one language and F in the other because of the total immersion they have in the community. The place the child holds in the family constellation is also significant because when there are older siblings within the family circle, the younger ones become more proficient.

New instrument development and assessment procedures for instructional processes are being researched. These include the areas of teacher preparation or staff development, teacher training in language arts, model programs for staff development, and teacher competency. Teacher competency is an area that has not been really looked into. We are assessing children but not teachers. We may have someone labeled a bilingual teacher who conducts a bilingual program in a monolingual setting. On the other hand, we may have teachers who are labeled bilingual who are not really bilingual. A study done in Texas showed that many teachers in bilingual programs had only a third-grade level of proficiency in Spanish. So we have to look to those training programs in the universities. Teachers must not merely learn the language; they must learn to teach in and through the language.

NIE is also going into the area of instructional approaches, into curricula in general and also models of instruction which offer alternatives; and we are going into the area of evaluation--mainly evaluation of student progress and evaluation of technical assistance. These fit in with the Title VII guidelines, but they can be amplified to look at other areas. For example, the Title VII guidelines mandate that only parents of children of limited English speaking abilities can be part of the parent's advisory council for the program. What does this create? It does create a great deal of collaboration within a district; yet sometimes it creates friction by excluding others, by not allowing them to participate. In the Los Angeles area it has been quite an explosive issue.

Politically it has been very helpful for minorities to come into the system through bilingual education programs. I think it would be very dangerous to assume that Puerto Ricans are better off without Puerto Rican teachers. Some research conducted on blacks found that black teachers were more demanding of the children because they were of the same ethnic group and that the parents did not want these children to have a Black American teacher. Of course, this finding is not applicable to all groups, and the research was applicable only on a very small scale. Does accession to the middle class change attitudes? This research seemed to show it does, but that's an area we have to explore.

Title VII is funding 100 institutions for staff development purposes, but the evaluation report was very critical about the failure to monitor these programs. Title VII cannot monitor them because they are so understaffed, and one project officer has to deal with 65 projects. Traveling has been curtailed, and there are no on-site visits.

I will send you all the communication we have on the research that is now being conducted by NIE and that is available. Write to me: Dr. Jose Vazquez, Multicultural/Bilingual Division, NIE, 1200 19th Street, N.W., Washington, D. C. 20208, (202) 254-7940.

BUREAU OF INDIAN EDUCATION

by

Dr. S. Gabe Paxton, Jr.
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U.S. Office of Education

The Title IV Part B discretionary monies are distributed on a competitive basis. Arizona was able to show a greater need, and so more Arizona Indians are involved. In Arizona, there are 15 tribes in the northern part, mostly Navajos, Apaches, Papagos, Pimas and Hopis. The Hopis, located in the middle of the Navajo reservation have a big project from Part B funds. Along the Colorado River are the Mojaves and Chemehuevi.

In Arizona the bilingual program at the Rough Rock Demonstration School is jointly funded by the Bureau of Indian Affairs and our office. In this instance, the tribal-operated Rough Rock School is primarily funded by contract with the Bureau of Indian Affairs and the Department of the Interior. We participate in the supplemental funding for their bilingual/bicultural programs. In California DQ University has two projects, one in New Mexico and one in Arizona, but they're not competing with the Papagos, who have a bilingual project, or the Zunis.

According to the population projections from demographic data, where do you think the heaviest Indian population will be in 1980? The number one State will be California. Many Indians are moving to California. At last count, there were about 50,000 in Los Angeles and increasingly heavy populations around San Francisco, Oakland, and San Jose. All at once California has begun to understand that it is to their advantage to identify their own Indians, who are scattered all over the State in very small pockets. California does have many native Indians in addition to those moving in from other States. So California will be number one in Indian population, and I expect that Oklahoma may slip to either two or three, or maybe even four, in the 1980 census.

Dallas, Texas, was one of the heaviest urban populated centers where Indians were relocated to try to solve their problems once and for all. A Part B project takes care of some of the special educational needs of the Indians who have been neglected in Dallas. An unusual group of Indians funded through Part A, a group called Alabama Coosadas, is down in Livingston, Texas. Right here in El Paso there is another small group of Indians, the Tigua Indians, who have a bilingual program, although they are not under our money. Their greatest need is identified as tutorial. They're down in a trilingual area including not only English and Spanish-speaking people, but if they bring in their own language--which they are doing--it becomes a trilingual project.

They described it to me the other day. The Tiguas are a remnant of this little Pueblo group up in New Mexico which has completely absorbed the Spanish-speaking culture. They have lost their language. So what are they doing? Because they have lost a culture, their project is to get the elders of the tribe to come down and teach them everything, even the dances. Even though they have completely lost their culture and their language, they are formally recognized as a tribe

by the State of Texas. The Bureau of Indian Affairs doesn't recognize them yet; but if a State recognizes a group of Indians, we do in Title IV, also.

Of the $1,450,000 New Mexico has from Part B, $196,000 of that is identified for bilingual/bicultural projects--primarily Zuni and San Juan. Many interesting publications are emerging from these projects. National Geographic has put out this special bilingual publication in Navajo, Na' Shdo'i'ya'a'zh'. The youngsters from the Navajo reservation can read Navajo. A typewriter company has even made an element with the Navajo symbols on it. That tribe is large enough to afford to become involved in their activities. I certainly don't want to indicate that our federal legislation did this, but our legislation did encourage putting the Tewa Pueblo Indian language and their culture in writing. The San Juans talk in their language, and their youngsters are also learning the words in English, which is one of the goals for their people in order to cope. At the San Juan Pueblo just a few years ago, speaking their language at the local school would have been discouraged. As a teacher on the Hopi reservation in the early 50's, I was told to discourage Hopi and make the students speak English on the playground. Even in those days I couldn't help but be attracted by their language. When they start describing *woman*, you don't see a Dick and Jane picture, you see a Pueblo woman. Other culturally related materials are being developed, curriculum materials, bilingual/bicultural materials.

In Alaska 23 tribal groups applied for Part B projects. Four of them were awarded, and one was bilingual. Many bilingual/bicultural programs were funded, but other kinds of projects were funded also--whatever a local tribe determined as their need. We're having tremendous problems in explaining that to some people. Some are asking us questions. Why did a local parent committee decide that their one special need was playground equipment? Why doesn't a public school provide their own playground equipment? This happened to be in an Alaskan village, it was a public school, and they did not have any playground equipment. The local tribe decided that was their local need. Now, you and I could sit down and say, "Well, that's not a local need. They surely should have some other kinds of needs that are more critical than a piece of playground equipment." But the Indians know what they are doing. In Washington, the move is toward the local school district, the local people making the decisions on education matters rather than the bureaucrats in Washington.

The third part of the law, Part C, is the smallest part of our authorization. Part C has to do with adult education. Although only $4,000,000 was available, three times as many projects came in. We were able to fund only 61 throughout the nation--61 projects. On a sampling basis I have looked at some of those projects. At the Phoenix Indian Center in Phoenix, Arizona, I saw ten different tribal representatives trying to gain a GED. They ranged in age from 20 to 50. In San Jose, California, I saw adult Indians getting a basic education. Just because they were in the big city of San Jose did not mean that they had completed or could even do third grade work. At another project funded by the BIA in Oklahoma, I saw a 65 year old man sitting day after day for several weeks simply learning the alphabet. He had one goal in mind: to be able to sign his social security check. Just learning to sign his name met his needs for the moment. In Oakland, California, I saw some 20 adults trying to gain

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[1]Write to Native American Materials Development Center, XO7 Rio Grande Blvd., N.W., Albuquerque, N.M. 87104.

their high school equivalency diploma. They were taught by an American teacher because in California the teachers have to be hired by the State. We provided the space, the utilities, and the materials. The other day I presented three awards for outstanding achievement to three Navajos. They had gone through the program with our funding, had gained their GED's, had gone to college to become aides, and they are now all enrolled in the University and doing well. These are the types of things we are trying to do for our people on a very small scale. I'm not even trying to make it sound like we're doing great things with $4,000,000. We're barely touching the problem of adult education.

The whole area of the aging is just coming into existence now also. A person up around 60 is old for our people, although still a youngster for many of the other ethnic groups. For our people to be 60 is a prime achievement. The aged still have a need for enrichment types of adult education programs also.

Finally, Part D of Title IV establishes our office in the U. S. Office of Education. By law we have to have a Deputy Commissioner for Indian Education. Dr. William Demmert, an Alaskan Indian, was the first and the only Deputy Commissioner we've had. Recently he's gone over to the Interior Department to become Director of Education for the BIA, leaving us without a head and a deputy. Before the Deputy Commissioner for Indian Education can be named by the Commissioner of Education, he must be approved by the fifteen member advisory council, which is one of five presidentially appointed councils in the U. S. Office of Education. The second council was recently sworn in and is now looking for candidates for the Deputy Commissioner.

I thought you might like to know--as far as your State is concerned--who some of those council representatives are. A Pueblo Indian, Joe Abeyta, from New Mexico is on that council. He is the new superintendent of the all-Indian Pueblo council that has taken over the Albuquerque Indian School for the BIA. Dr. Will D. Antell is a Chippewa from Minnesota. Linda S. Belarde is a Tlingit from Alaska, but she works in the Zuni alternative school in New Mexico. Donna Rhodes is a Creek Indian and the only representative from the State of Oklahoma. A Penobscot Indian, James G. Sappier, is on the council. Ellen Allen, a Kickapoo Indian from the State of Kansas, is on the council. Theordore George is from Seattle, Washington, a Clallam Indian. Calvin J. Isaac is a Chief of the Mississippi Choctaws. Paul Platero is the Navajo representative who lives in Albuquerque. David Risling is a Hupa Indian from California. Wesley Bonito is an Apache Indian from Arizona. Patricia McGee is a Yavapai Indian from Arizona. Earl Oxendine is a Lumbee Indian from North Carolina. Thomas Thompson is a Blackfeet Indian from Montana and the newly elected chairman of the council. Minerva White is a Mohawk Indian from New York. By law these 15 council members will have to recommend to the Commissioner of Education of the USOE whoever is going to be appointed the Deputy Commissioner.

Now, as we examine some of the bilingual materials we have produced, I want to tell you I'm not a specialist in bilingual; so I won't try to fool you. Just as other groups are, American Indians and Alaskan natives are interested in being able to cope in the world in which they live by speaking and writing, listening and communicating in English. Our main difference is that we are now beginning, stubbornly and by law, to regain our own languages. We have a right to do so. There are many of our tribes who were forbidden to teach it to their young. Some of us neglected our language by choice, deciding our children wouldn't need it. Thousands upon thousands of our young people

can't speak their language. Our tribe says, as a top priority, we want our youth to hold on to our language. That's a part of our self-image, a part of our culture, a part of our mind set, of our predisposition. We also want to be able to operate and cope with the other culture in the multicultural realm. We don't forget that. Most of the projects that I have covered are those which will help in learning math and in reading English.

The Navajos don't have to worry about losing their language. They have been speaking it despite having been placed in a concentration camp in New Mexico in 1863, as I recall. They now have their written language. This tribe is trying to regain their language. A few months ago in April I was with the Oneida Indians in Green Bay, Wisconsin. They have lost their language there, and so they are attempting to retrieve it. They have a word of the week. Not only does every pre-school child, every elementary, and every high school student learn it, but also, as I went about the reservation up there, I saw it posted in the tribal headquarters, the churches, the post office, and everywhere. The whole tribe is learning this one word of the week. They are regaining their language, a piece of their culture.

A publication put out by Rocky Boy has English on one side and on the other side, is their language. Their calendar contains the names of the months that are known to be used in the period after this tribe became acquainted with the present calendar, so it's really a modified culture item. This situation occurs so many times. Our Indian cultures have been modified so often by Spanish, French, English, and by other tribes. Part C, adult education projects, are busy providing course materials that are relevant to life on the reservation, and they are also providing course materials which enhance self-image and increase self-improvement. Language is very much a part of this.

Even though the house illustrated is not their type of housing, even though the horse shown is borrowed from the Spanish--it's still part of the last hundred-year history of the Indian. The Indians never had horses and never had sheep until the Spanish brought them. These are just examples of the modified culture. It's just what they remember and what they are using every day now. Rocky Boy is also copyrighting their materials. It took two years of struggle to get through our office, but I think they finally made it last week; they did get a waiver on copyright. The U. S. Office of Education and the federal government will always retain the right to publish them, but this rule will keep anthropologists and others from stealing their work. Indians resent anthropologists coming in and studying us all the time. Another tribe, the Cherokee, worked out their written language long ago, using the first Indian alphabet which was created by the famous Cherokee, Sequoya. The Cherokees are going back to that language and putting out books in that language. The Papagos have prepared a booklet, put out by DQ University. As they go through their booklet, they actually teach how the words are formed in the throat and mouth. One time when I was teaching on the Pima reservation right next door to the Papago, I remember that on Washington's birthday, they always went out and killed rabbits and had a big rabbit feast with the hottest pepper and chili you could imagine--that was certainly modified culture.

A Papago poet has written:

Come, join us.
Journey with us on a path lightly traveled but
continuously eroding.
We shall walk as rebuilders of the path, adding a

pebble here, turning a stone there, and piling a handful of earth over there.
This path is the heritage of the Indian.
Eroding so slowly that even the eye of the eagle cannot see it. But, ever eroding.
Were heritage to lie in the pottery, blankets, baskets, and artifacts of the Indian, salvaging the legacy would be a simple task.
No, the true heritage that must be rebuilt and preserved rests in the thoughts, longings, joys, and frustrations of the Indian.
Come, join us. Walk with us on this journey of many fruitful returns.
Bask in the real heritage of the Indian
Understand the wisdom, history, and spirit of the Indian through his words.

Stanley Throssell (Papago)

This poem by Stanley Throssell illustrates what we are trying to do in Indian education. We're trying to strengthen ourselves not only as a part of the American scene in the 1970's, but also in relying on and returning to our culture.

Question: What's the status of the Yaqui Indian in Arizona? Are they recognized by the BIA?

Answer: I'm positive they are not recognized by the BIA. By our definition if they sent in a proposal to us, we would recognize them. This is the way we define Indians, by law. For the purposes of Title IV, the term means an individual who is a member of a tribe, band, or other organized group, including those tribes, bands, or groups terminated since 1940, and those recognized now or in the future by the State in which they reside. The term also includes anyone who is a descendant in the first or second degree of any such member or is considered by the Secretary of Interior to be an Indian for any purpose, or anyone who is an Eskimo or Aleut or other Alaskan native, or anyone who is determined to be an Indian under regulations set by the Commissioner of Education after consultation with the National Advisory Council on Indian Education, which regulations shall further define the term *Indian*. It's the broadest definition of *Indian* in any agency.

Question: Do any of the reservation Indians object to that definition?

Answer: Very much so. It's one of the controversies. The reservation Indian recognized by the federal government--and my tribe is one--very much objects to all these other Indians. I have to say, personally as well as by law--even if I didn't personally believe in it, which I happen to--an Indian is an Indian whether he is recognized by the United States government or not. The other day I talked to a group of Huma Indians in Louisiana that weren't even educated by the State until 15 years ago. They were not allowed in the black or the white schools. So we not only have the job of educating their youngsters, we also have a job of educating the adults. The Huma Indians are a mixture of not only the Muskogean linguistic stock of Louisiana but a mixture of other races as well, particularly the French. They have now been recognized by Louisiana. There are thousands of Indians all over the nation. The rural Indians feel their needs are greater than the urban Indians. The reservation can't fulfill his needs or her needs.

LAU REMEDIES IN BILINGUAL EDUCATION

by

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Office of Civil Rights
Department of Health, Education, and Welfare
Dallas, Texas

The Office of Civil Rights is responsible for carrying out the civil rights responsibilities of all laws and regulations that are passed by Congress and those executive orders that are passed by the Executive Branch of government. We have the requirements of Title VI, Title IX, the 504 Rehab Act of 1973, and more specifically for this conference the *Lau* Remedies which are basically the Title VI requirements for those public institutions or educational institutions which have high populations of students who have difficulty speaking English.

Let me tell you briefly what has happened in our office during the last few months. In what we call the Adams case, the NAACP in 1973 filed a suit against the HEW Office, not against the Office of Civil Rights, but against the Secretary of HEW who at that time was Casper Weinberger. That suit found that the Department of HEW had not carried out its responsibility in Title VI in public education institutions throughout this country and laid down some heavy requirements and time tables that the Office had to comply with. Our office gathered its forces and plotted its course of action. In 1975 it went back to the courts, and the courts again found us in non-compliance. At that time it indicated some very heavy requirements for compliance, specifically complaints dealing with racial issues--the black and white issue. In some school districts we not only had a black and white issue, we also had a brown issue. And since dealing with racial issues often causes a storm of protests from women's groups throughout this country as well, women said, "Wait, you are also violating Title IX."

In June, 1976, the court again outlined some very strong requirements specifically dealing with Title IX, Title VI, and the *Lau* districts. So we had to develop some priorities, and for the first time the Office of Civil Rights published what we call our AOP (annual operating plan), in the Federal Register. As of October 1, we are committed to carry out a very extensive review process of educational institutions dealing with those three issues.

So dramatic was this publication that the Office has had to mobilize all its resources. In our region in Dallas, which has the responsibility to review five states (New Mexico, Oklahoma, Arakansas, Louisiana, and Texas), we handle 47 percent of the complaints in the country. We have been authorized to hire 75 more people to deal with these complaints because of the tremendous workload. Our office will be very agressively seeking to comply with the requirements of Judge Pratt's order and the Adams order to relieve ourselves from the pressures of the court. So for those of you in school districts who feel pressure from the Civil Rights Office or from State agencies, we know how you feel because we are also under pressure ourselves. We're here to tell you about the requirements, hoping that the job you do will help put us in compliance.

THE "LAU" ISSUE

by

Jim Littlejohn, Associate Branch Chief
Office for Civil Rights, Region VI
Elementary and Secondary Education Branch II

The Office for Civil Rights in Dallas is one of ten Regional Offices established for the purpose of assuring that institutions receiving Federal financial assistance are in compliance with Title VI of the Civil Rights Act of 1964. Title VI requires that there be no discrimination on the basis of race, color, or national origin in the operation of any Federally-assisted program. The Dallas Office for Civil Rights has jurisdiction in five states--New Mexico, Texas, Arkansas, Oklahoma, and Louisiana. The Elementary and Secondary Education Branch, with which I am associated, reviews public school systems in the Region for compliance with Title VI and other civil rights laws. In the late 1960's and early 1970's, almost the total resources of our Office were directed toward the elimination of the State-imposed segregation of Black students in the South and related programs. The Dallas Office also dealt with several schools for Mexican-American students, and required the desegregation of those schools.

In recent years, additional civil rights monitoring responsibilities have been placed on the Elementary and Secondary Education Branch. Most notable of these are Title IX of the Education Amendments of 1972, which prohibits discrimination on the basis of sex; the Emergency School Aid Act (ESAA), which has certain civil rights assurances that must be met, and Section 504 of the Vocational Rehabilitation Act, which prohibits discrimination on the basis of physical or mental handicap.

As of October 1 of this year, the Elementary and Secondary Education Branch of the Dallas Office has been divided along geographical lines into separate branches. Branch I has jurisdiction in the States of Oklahoma, Louisiana, and about two-thirds of Texas. The Branch Chief is Dr. John Bell and the Associate Branch Chief is James McClure. Branch II is responsible for civil rights compliance activities in the States of New Mexico, Arkansas, and approximately one-third of Texas. Mr. Gilberto Herrera is the Branch Chief and I am the Associate Branch Chief. Ms. Dorothy Stuck is the Regional Director and has overall responsibility for compliance activities in the Dallas Region in Elementary and Secondary Education, as well as Higher Education, Contract Compliance and Health and Social Services.

The decision to establish two separate branches to work with elementary and secondary schools was made in response to an increased workload, particularly in the areas of Title VI and Title IX, and in response to some very strict requirements placed on the Office for Civil Rights by a Federal court order entitled *Adams v. Mathews*, Mathews of course being the Secretary of HEW.

For several years, the Dallas Office has received approximately 48 percent of all complaints filed nationwide. Yet, we have had less than 10 percent of the staff. The *Adams* order has placed some very rigid timelines on the Office for Civil Rights to investigate all complaints promptly, to determine within a

given time period, compliance or non-compliance, and, in the event non-compliance is found, to obtain from the school district an acceptable corrective action plan. If an acceptable plan is not received within a 90-day period, then the Office must institute enforcement actions within an additional 30-day period.

The *Adams* order originally was directed only at Title VI race matters. However, a modified order issued in June of this year included national origin plaintiffs as well as women. The timelines placed on the Office cover not only complaints, but all other compliance activities, including Title VI reviews and investigations regarding equal educational service for non-English speaking students or, as they are often termed, *Lau* reviews.

My purpose here today is not to talk about the organization of our Office or the *Adams* court order. However, since there are several school districts represented from Region VI, I wanted to take this opportunity to provide you with some background as to where we are, organizationally, and also to share with you some of the pressures we are under in trying to meet the requirements of *Adams*.

According to the program, my presentation today is to discuss with you the *Lau* Remedies and some pending court cases that might have some effect on the *Lau* Remedies. I will do this. However, I will spend the majority of my time discussing the overall Title VI enforcement effort in the area of equal education services for students who have limited English speaking abilities.

Perhaps I can best lead into that subject by summarizing very briefly some of the relevant court decisions, including the *Lau* decision. All of the cases I will mention I have personally reviewed with attorneys from the Department of HEW and the Department of Justice. To the best of my knowledge, my characterization of these decisions today reflects the legal counsel I was given by these attorneys. You should also keep in mind that Federal court decisions are handed down from three major levels--a Federal District Court, a Circuit Court of Appeals, and finally, the Supreme Court of the United States. Those court decisions that have the greatest impact on our Office and its civil rights enforcement efforts are, of course, Supreme Court decisions. At this time I do not know of any case pending before the Supreme Court regarding public schools and the language issue. The *Lau* decision remains alone at that lofty level.

There have been numerous Federal district court decisions in recent years. Two are most notable in the Southwest in that very different decisions were handed down regarding the responsibility of local school districts to provide bilingual instruction.

One of these, *Serna v. Portales*, actually went to the tenth Circuit. The Circuit Court upheld a lower court ruling which had required the Portales Public Schools to develop and implement a bilingual education program. The Circuit Court did not rule on a constitutional issue, but held that the plaintiff had established a violation of Title VI of the Civil Rights Act.

In the case of *Otero v. Mesa County Valley School District*, the judge ruled that there is no constitutional right guaranteeing a public school student access to a bilingual/bicultural educational program. He also ruled that plaintiffs had failed to show that there were students in the district with limited English language skills.

In looking at court decisions, particularly district court decisions, it is important to know what issues were presented to the court and the facts that were presented by both sides.

For example, in the *Lau v. Nichols* case, decided by the Supreme Court on January 21, 1974, the issue was whether the San Francisco school district had denied non-English speaking Chinese students a meaningful opportunity to participate in the public educational program in violation of Title VI of the Civil Rights Act of 1964. Evidence was presented by the plaintiffs showing that 1,800 Chinese students were effectively excluded from the school program because of their inability to speak and understand the English language. The primary issue considered by the court was whether guidelines handed down by HEW and OCR in 1970, commonly known as the May 25 Memorandum, were reasonable guidelines for school districts to follow. In the case of *Lau*, the Supreme Court ruled that HEW's guidelines were reasonable and therefore found in favor of the plaintiffs and reversed the decision of the Court of Appeals. In one of the final paragraphs of the decision, the Supreme Court stated, "The Federal Government has power to fix the terms on which its money allotments to the states shall be disbursed. ...Whatever may be the limits of that power *(Steward Machine Co. v. Davis)* they have not been reached here."

In my opinion, the Supreme Court has, in rather clear terms, endorsed the Department's responsibility to set forth guidelines that will assure the non-discriminatory use of Federal money. Since 1970 the Dallas Regional Office has actively worked with school districts in resolving programs of language discrimination against national origin minority students. Following the *Lau* decision and its support of Title VI and the May 25 Memorandum, the Washington Office has worked toward establishing a consistent national policy in this area.

One aspect of the Washington effort has been to develop a standard procedure for Regional Offices to use in determining whether a school district is in compliance with Title VI of the Civil Rights Act of 1964. This process includes the gathering of data and information from a school system, analyzing that information, and then providing the school district with a letter of either compliance or non-compliance. School districts are reviewed for Title VI compliance under *Lau* in several major areas. The major areas of review include: (1) Identification of Student's Primary or Home Language, (2) the Delivery of Educational Services, and (3) Staffing Patterns.

1. Identification of Student's Primary or Home Language.

   --Does the school district know the students who come from homes where the home language is other than English?

   --Does the school district have a process for determining the degree to which each student speaks and understands English?

   In looking at these processes we ask several additional questions:

   --Is the process used by the school district comprehensive; that is, is it likely that all students who have a home language other than English will be identified?

   --Is the process rational? That is, if the district administers some type of survey, are persons who speak and understand the language involved in the survey?

--If a standardized test is used, is the test appropriate for the use of language assessment?

--Are the persons who administer the test qualified, both in terms of the technical requirements of the test and in terms of having the necessary language skills?

--Does the assessment information get to the classroom teacher and other persons who work with the students, and is the information transmitted into appropriate instructional programs?

2. Delivery of Services.

In the next step of our analysis, we look at whether all students identified as limited English speaking or non-English speaking are participating in educational activities that will assure them equal access to the knowledge and cognitive skills available to students whose dominant language is English. For example, if a school system reports 2,000 students as being unable to speak or understand English, but only reports 1,000 students as receiving special language instruction, this would raise a compliance question under Title VI.

This also raises another question, and, that is, how many of the 1,000 students receiving special language instruction are actually part of the 2,000 identified as non-English speaking? We know from experience that some school districts have initiated Title VI bilingual programs or some other type of bilingual program at certain campuses and not at others. It may well be that many of the students in the program at a given school are not in the categories of non-English speaking or limited English speaking, and that is fine. However, a Title VI problem will occur when a school district provides for these students and not for other students who have a greater need.

A corollary Title VI issue develops when special language classes, or bilingual classes, have enrolled other minority students who are English speakers but do not enroll English-speaking non-minority students.

In summary, we determine not only that appropriate educational services are being provided but also look closely at classes that tend to have identifiable minority enrollments to determine whether the justification for those minority classes is a rational educational justification or simply one of custom and/or political expediency.

3. Staffing.

We review carefully a school district's efforts to provide instructional personnel for students of limited English speaking ability. Using the example I used earlier of 2,000 non-English speaking students, we would be concerned under Title VI and *Lau* about a school district with that many students and only a handful of teachers who are able to speak and understand the language. Legally, and we think educationally, there should be about the same ratio of bilingual teachers to limited English speaking students as there are monolingual

English speaking teachers to monolingual English speaking students. Where we find discrepancies in staffing patterns between the ratio of limited English speaking students to bilingual teachers, we do require a specific plan from the district for recruiting and employing additional bilingual teachers. We also request a description of the steps that will be taken to respond to the student's educational needs.

Now, what I have just described for you are some of the major areas our Office reviews in determining a school district's compliance status with Title VI regarding language services. I should mention that following the *Lau* decision in 1974, the Office for Civil Rights identified 334 school districts nationwide for initial review of compliance with Title VI. This was not intended to be an all-inclusive list, but rather a starting point for conducting such reviews. In the Dallas Region, we have 86 of the 334 school districts, 59 in Texas, 21 in New Mexico, five in Oklahoma, and one in Louisiana. Because of our limited staff resources and the requirements of the *Adams* order, we were able to review only 25 of these school districts in the 1975-76 school year.

One letter of determination has been sent and the remaining letters should go out within the next 30 days. In addition, we have several new staff positions this year which we hope will enable us to complete the review of all 86 school districts by September of next year.

Now, I have spent a great deal of time talking about our compliance reviews and the process we go through in determining compliance or non-compliance with Title VI. In the event that we find non-compliance with Title VI, the requirement is for the district to develop a detailed plan, complete with a description of the who, what, when, why, and how of all corrective action to be taken in achieving compliance. As many of you know well, the Washington Office produced a document entitled "Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful Under *Lau v. Nichols*," or as it is commonly known, the *Lau* Remedies.

The *Lau* Remedies were never intended to be a national plan for school districts. Let me stress that the Remedies is not a document to be used to measure a school district's initial compliance status with Title VI. The process I have just described serves that purpose. The *Lau* Remedies were developed by a Task Force designated by the Office for Civil Rights to develop remedial compliance standards for those districts found to be in non-compliance with Title VI under *Lau* and the May 25 Memorandum. These standards can provide substantial assistance to school districts seeking remedies which would be legally acceptable to OCR in a variety of circumstances. They do not foreclose the use of other educational approaches which can be demonstrated to have equal promise in meeting the needs of limited or non-English speaking students in a school district.

With this in mind, let us examine some of the major concepts embodied in the *Lau* Remedies. I will discuss primarily those parts of the Remedies that are considered most important to OCR, as well as attempt to clarify some of the more common misunderstandings of the Remedies we have encountered.

1. Identification of the Student's Primary or Home Language.

   Proper identification and assessment of a student's language is perhaps the single most important element of a Title VI plan designed to remedy

past discriminatory practices against students with limited English speaking abilities. It is this initial identification and assessment that determines not only those students who will receive additional educational responses but also the type of appropriate responses to be provided. Thus, the Remedies call for a systematic process for the determination of home language and for the assessment of language frequency. The underlying assumption is that school districts must be able to assess the degree to which each student functions in one or more languages in order to provide an appropriate educational response.

The overall importance of this language identification and assessment area is stressed in the Remedies and examples are given there of some procedures to be followed by school districts. We should point out that observation of the student in the home is not one of the requirements. We should also note that other methods for the identification and assessment of language will be accepted, if it can be demonstrated that such methods are effective in the identification and assessment of language proficiency.

2. Diagnostic/Prescriptive Approach.

The diagnostic/prescriptive approach, as described in the Remedies, is consistent with a basic Title VI requirement that specific remedial action must be taken by a school district to correct the effects of past discriminatory practices.

In addition to correcting the past discrimination, a non-complying district must develop procedures designed to prevent the continuance or recurrence of the discriminatory practices. From a Title VI perspective, it is not sufficient for a school district to treat a group of students who have been subjected to discrimination with a general or "benign" approach. Thus, the diagnostic/prescriptive approach described in the Remedies, or a similar approach, would be required to assure that the necessary corrective action had been taken under Title VI.

One concern of many school districts with Section II of the Remedies is the statement requiring a school district to tie the performance level goals for LESA students to the performance level expected of non-minority students.

We must emphasize that OCR would require a school district to develop a plan consistent with the principles set forth in the Remedies only where there is sufficient evidence which reveals that national origin minority students with limited English speaking abilities have been excluded from effective participation in the district's educational program. Since, in a particular school district, locale, or state, the achievement level for minority students would likely be adversely impacted by past and present discriminatory practices against LESA students, Title VI requires school districts to tie the goal for the educational achievement of LESA students to that of non-minority students.

3. Educational Program Selection.

Educational program selection options in the *Lau* Remedies are a logical extension of the identification/assessment and diagnostic/prescriptive procedures.

All students whose home language is other than English, and who are identified as LESA children, must be provided with one, or a combination of, the educational programs specified in the Remedies or a program proven to be equally effective. We believe this process assures a reasonable and appropriate educational response for each student whose educational progress would be impeded by immersion into a traditional English dominant curriculum.

OCR's position, as explained in the Remedies, is that, for LESA students, instruction through the native language is required until such time the district can demonstrate, using predictive data, that students can function equally well in an English dominant curriculum. Thus, the Remedies strongly support the teaching of English as a second language as part of the instructional program, but not at the expense of the LESA students' development of the cognitive skills and subject matter content expected of other students in the district.

4. Required and Elective Courses.

This section of the Remedies applies primarily to the school districts where minority students have been denied opportunities to enroll in certain courses because of a discriminatory effect resulting from the student's inability to speak and understand English, or because of some other discriminatory practice. If minority enrollment in required or elective courses has been limited due to discriminatory practices, a school district would be required to develop affirmative steps similar to those described in the Remedies, as part of an overall plan to comply with Title VI.

5. Instructional Personnel Requirements.

It is general knowledge that many school districts do not currently employ sufficient numbers of teachers who can teach in the necessary languages. Those districts, if found to be in non-compliance with Title VI, would be required to implement a detailed plan similar to that described in the Remedies in order to secure the necessary staffs.

The Remedies specifically tie instructional personnel requirements for a school district to the educational need for personnel who are linguistically/culturally familiar with the background of students identified in Section I as needing additional programmatic responses. A school district that does not have the number of qualified teachers necessary to fully implement the instructional program for LESA students must submit a plan for securing such teachers. This educational-related requirement may be separate from the necessity for some school districts to develop and implement affirmative action plans to recruit and employ additional minority teachers in order to correct specific discriminatory hiring practices under Title VI.

6. Racial/Ethnic Isolation and/or Identifiability of Schools and Classes.

We realize that there are instances where isolation of students may be justifiable. In those situations we review the specific educational justification for such isolation in light of the current Title VI requirements. As a general rule, Title VI policy, as described in the Remedies, is that it is not legally permissible or educationally necessary to have racially/ethnically isolated and/or identifiable classes in order to respond to students' language needs.

7. Notification to Parents of Students Whose Primary or Home Language is Other Than English.

The Office for Civil Rights assumes, as stated in the Remedies, that all information sent from the school to the homes is important and therefore must be provided to parents of LESA children in the necessary languages to insure "equal and effective" participation.

Equally important is the way in which the school district informs minority and non-minority parents of all aspects of the programs designed for LESA children. If the program is characterized as a remedial program, or a "dumping" place for minority children, then it obviously may not receive the support of minority or non-minority parents. All educational approaches for LESA students must be an integral part of the total school curriculum and all parents should be informed of this fact.

8. Evaluation.

A school district submitting a Title VI compliance plan embodying the principles set forth in the *Lau* Remedies would be required to submit a "product and process" evaluation. The evaluation document should be specific with regard to the process used or to be used in implementing each section of the plan. The documentation of process is particularly important for all plans in Section I, II, and III, where a specific group of students are to be identified and provided with appropriate educational responses. The process evaluation of the district's efforts to meet the instructional personnel requirements is also important. Stated end results, or "products," for each component of the plan are necessary, as well as the projected timelines for the completion of major activities.

The requirement for the above type of evaluation is essential, from OCR's viewpoint, to assure that a school district determined to be in non-compliance with Title VI is making every reasonable effort to correct past discriminatory practices on a mutually agreeable timely basis. The evaluation component will also assist a school district and the Office in identifying those areas where additional technical assistance may be needed to assure the success of the plan.

Some school officials have expressed a concern that compliance with Title VI and *Lau* would require a prohibitive expenditure of additional money. We do not believe this to be factual. The cost for implementing the types of educational approaches described in the Remedies should not be considered in isolation, but rather in conjunction with the local,

state, and federal resources currently available for school districts. More importantly, we must consider the human costs of continued failure to meet the educational needs of a sizable portion of our student population, and to provide these students with the same opportunities and the same access to the educational program as all other students. The initial steps already taken by many State educational agencies and many local school districts in the direction of equal educational opportunity demonstrates the capability to do whatever is necessary to complete the job.

A FEW THOUGHTS ABOUT LANGUAGE ASSESSMENT AND A SOCIOLINGUISTIC ALTERNATIVE TO THE *LAU REMEDIES*

by

Ed DeAvila and Sharon Duncan

It is important to note at the outset that I'm not an educator; I'm a developmental psychologist. By the same token, I'm not an Office of Civil Rights worker; so I come to you with the point of view of an outsider, really.

In 1970 I was asked by the OCR to work on the formation of the May 25th memorandum . After working on questions having to do with the formation of guidelines for the memorandum, I was invited to sit on the Task Force that put together the *Lau* Remedies. If there are confusions in the Remedies, some of it is probably my fault. In June of this year the National Institute for Education put together a small conference in Austin, Texas, to which they invited a number of people to speak on issues as they evolve from the *Lau* Remedies. The paper that I prepared for the institute on language assessment is more than appropriate for this forum as well. The title of the paper, co-authored by Sharon Duncan, is "A Few Thoughts about Language Assessment: The *Lau* Decision Reconsidered."[1] Please forgive me for reading.

The opinion of the Supreme Court of the United States in the class suit *Lau v. Nichols* was delivered January 21, 1974, but its mandate with respect to providing non-English-speaking children in this country a "meaningful opportunity to participate in the public educational program" is not yet close to being met.

In the paper we review the outcome of the *Lau* decision and the subsequent and inevitable questions of language assessment which have been raised from it, both on the national and the district level. With people at your level of functioning, I often find it surprising that we discuss organizational and administrative functions rather than learning functions. Accordingly, we shall consider the problem identified by the *Lau* decision as a much broader one which can only be solved through the simultaneous consideration of linguistic development and socio-cultural factors.

The problem raised in the *Lau* action is a matter of language instruction--specifically, the failure of a school system "...to provide English language instruction to approximately 1,800 students...who do not speak English..." This failure violates section 601 of the Civil Rights Act of 1964, which bans discrimination based on race, color or national origin in programs receiving federal financial assistance.

Almost immediately after the *Lau* ruling, the Office of Civil Rights required all districts receiving federal funds to conduct a "language survey" to identify

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[1]The paper Dr. DeAvila read was prepared under contract to NIE. Complete copy of original paper is available from Dr. DeAvila, 3528 Robinson Drive, Oakland, California 94602. Documentation of studies cited here is reduced to essentials of authorship and place of publication; full citations available in original.

those children whose home language was other than English. When OCR followed up the *Lau* decision with this survey and compiled a list of 333 school districts which were "out of compliance" with the *Lau* decision, and subsequently prepared a set of guidelines to be followed by these school districts, the issue of language became both a socio-political and legal issue for the entire country. At the very heart of this issue lay the strong implication that school districts found to be out of compliance with the *Lau* decision would run the risk of forfeiting federal assistance for special programs. I might add that the city of Chicago has been found out of compliance, a ruling which involves the freezing of 194 million dollars. Obviously, a lot of bucks are involved. Insofar as this meant a possible loss of revenues school districts can ill afford to lose, district officials sought guidance from OCR.

The upshot of all of this was that OCR, in an effort to assist school districts, prepared a set of recommendations which have come to be known as the *Lau* Remedies. The recommendations in the *Lau* Remedies are meant to keep school districts from running afoul of the law. As such, questions pertaining to assessment, linguistic development, classroom placement, program design, and so on, which were normally under the purview of the educators, psychologists, linguists and other social scientists, became the default responsibility of OCR officials. And, in the absence of "good hard empirical evidence" OCR officials were called upon to set up recommendations to provide ready-made and practical solutions to some of the knottiest intellectual problems which have for years beset practitioner and researcher alike.

Since the basic issue in the *Lau* decision was the fact that the approximately 1,800 children involved in the case did not speak English, the question of language assessment became a focal point in the *Lau* Remedies. In fact, it would seem that the issue of language assessment formed the very basis of the *Lau* Remedies since all else seemed to follow from a determination of the linguistic make-up of the schools.

In the following discussion, we would like to examine the issue of language assessment. As will be seen, an examination of this issue reveals a far more complicated picture than originally understood. Unfortunately, this is a picture which is characterized by paradoxes, dilemmas and any number of unresolved social and political issues which are not as amenable to change as we might think. In fact, it may turn out, as we believe, that language is really not the problem, but rather it is a unique combination of attitudes toward language, ethnicity, self and society which contribute.

As a means for helping districts determine whether or not they had a civil rights problem, OCR, in the absence of a research base, developed a five-level system for categorizing school children's language patterns:

A. Monolingual speaker of the language other than English (speaks the language other than English exclusively).

B. Predominantly speaks the language other than English (speaks mostly the language other than English, but speaks some English).

C. Bilingual (speaks both the language other than English and English with equal ease).

D. Predominantly speaks English (speaks mostly English, but some of the language other than English).

E. Monolingual speaker of English (speaks English exclusively).

(*Lau* Remedies, 1975, p. 3)

With the possible exceptions of the two extreme levels, i.e., A and E, one is immediately struck by the loose manner in which these levels are defined. As such, they bear no resemblance to the "operational definitions" found in the sciences which require that definitions be given in terms of concrete operations, such as scores on tests, numbers on items passed and so on. What this means unfortunately, from the point of view of a researcher like myself, is that there is no clear way of deciding which of these categories applies to actual behavior, whether it be in the school or in any other linguistic context. One is also left wondering if the partitions provided in this system bear any resemblance to the qualitative/quantitative stages found in second language acquisition. In which case, it may be that what we are referring to as a language deficit is simply the natural expression of the different levels or stages of second language acquisition.

From the measurement point of view, as it will be seen, the five-level system set up by the *Lau* Task Force lacked either a theoretical or an empirical basis and, in that sense, was totally dictated by the practical need for having some system which could serve as a general guideline. The major difficulty lies not so much in the fact that the system was arbitrary but that its relation to either theory or explicit measurement procedures was unstated. In this very real way, school districts were left to their own devices. As will be seen from the following analysis, school districts have been hard put to find much in the way of meaningful solutions. Conversely, not wanting to place itself in the position of advocacy, OCR has found it equally difficult to offer very concrete recommendations beyond those dealing with the legal aspects of the court's ruling.

It is fortunate that the federal government has, within the past year, funded a series of *Lau* centers whose responsibility is to assist schools found to be "out of compliance." It will become the responsibility of the professionals working in these centers to provide the leadership in working through and clarifying some of the above mentioned issues. Insofar as these centers are only now getting settled, the present discussion will not include their various approaches to the different aspects of the problem.

For a more detailed discussion of some of the directions being suggested by one center on the question of language assessment, you are encouraged to read "Toward the Development of Minimum Specifications for *Lau*-Related Language Assessments" by Josue Gonzalez and Ricardo Fernandez[2], who put together a common-sense approach to the selection of instruments. The reader interested in a more detailed discussion of the specific problems and recommendations

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[2]A mimeographed paper available from author at Chicago State University, 95th St. at King Dr., Chicago, Illinois 60628, Ph. (312) 995-2363.

with respect to the testing of children from Spanish-speaking homes, is encouraged to read DeAvila and Havassy (1974). The present discussion will be limited to a more general coverage of the issues as they pertain to language assessment and the *Lau* Remedies.

The fundamental issue underlying the *Lau* decision lies in the fact that there are significant numbers of children who are being denied an equal educational opportunity by virtue of the fact that they may or may not have the English language skills necessary to full participation in the current educational system. It is therefore the responsibility of the educational leadership to find ways to assist these children so they can more readily participate. As matters currently stand in the United States, they are not going to participate if they are not proficient in English.

On the surface, the problem would seem simple enough. If the problem is simply providing English language skills, as many seem to believe, then the solution is simply in deciding which children are in need and assigning them to special remedial classes. However, the problem is far more complex. Let us begin by considering the problem of testing and asking a number of questions independent of *Lau*: Are there available instruments? Are these instruments compatible with the backgrounds of the children? Are they conceived according to phonemic, lexical, and syntactical patterns of the language they are assessing, or are they simply translations from one language to another? Do they provide the kind of information that will assist the learner or do they simply fulfill legal requirements? Do they provide results which are consistent across different linguistic contexts (does the child speak the same way in all situations)? Do they stand up psychometrically? Do they test all of the various aspects of language? Does the procedure for scoring and interpreting the test consider the possible influence of developmental factors on language acquisition? Do they provide comparable results? Do they provide results which simultaneously meet legal and educational requirements? Lastly, are there specific programs for each level, and if so, do these programs carry equal status with other programs, or are they simply the old programs re-designed for the "culturally disadvantaged" in a new form? Let us consider some of these questions. As will be seen, we have no specific set of answers. We do, however, have a great many questions.

From the point of view of *Lau* the only defensible reason for testing is to determine which children do or do not have the requisite skills to allow them to participate in the current educational systems, i.e., are they sufficiently proficient in the English language to participate in the mainstream monolingual setting. With this attitude, many have interpreted the problem as one of simply determining whether the child is dominant in English. The unfortunate part here is that while a test of language "dominance" may be a convenient way to satisfy the legal aspects of the *Lau* decision, it tells nothing about specific needs of an individual child. A student who scores in the 79 percentile in English and the 65 percentile in Spanish is easily classified as "English dominant." The real truth is that the child may have problems in both languages. Or what about a student who scores in the 65 percentile in both languages? According to the *Lau* categories, he or she would be classified as a perfect bilingual. In Texas they did that a number of years ago and called them *alingual*. By the same token, what about the child who scores 49-51? What does that mean with respect to specific treatment? Here I'm talking about what you do with children not about legal requirements because for me the whole issue is what you dowith the child. The legalities come later. A child that scores 49-51, does that mean you alternate

every other word? Or does that mean you alternate every other sentence, or which words or which sentences?

The real problem here is that the concept of "dominance" is as ill defined as the *Lau* categories. Moreover, how does the concept of dominance clarify the relation between the child's linguistic development and school achievement in such a way that we can actually do something about it? One of the amazing things to me as a researcher is that we are asking many of the same questions with respect to bilingualism and children from ethnically and linguistically different situations that we're asking for the mainstream kids. Now we're compounding the questions by adding the dimensions of language and culture. For example, in the 1950's an enormous amount of time and money and effort was spent in matching teacher characteristics with student characteristics. Impressively large books were written about it, but they accomplished zero. Nobody was able to come up with anything that was really definitive. Another way of asking this question is by asking whether or not "dominance" in and of itself determines either what is learned or can be learned. Incidentally, it seems interesting to me that we do a multitude of assessments concerned with the children's language development on the assumption that we know either the necessary level of proficiency or the sufficient level of proficiency with monolingual English-speaking children. We don't.

Immediately school administrators ask for help in deciding which test to use. The immediate answer is that they should use the valid one. But which one is valid? Inasmuch as the OCR Remedies specifically state that the intent behind the district's assessment of linguistic ability is "...to place the student(s) in one of the following categories by language," then it is the *Lau* decision that has served as criterion validation, and the instruments a district uses are valid if they can place students into the five levels set out in the *Lau* Remedies.

What this has meant is that to a large extent, the normal process of research has been suspended as a result of the need for a practical action. Furthermore, this has placed OCR personnel in the precarious position of having to make judgments about an instrument's technical properties without the benefit of research backgrounds. However, problems associated with issues of predictive concurrent, and other indicies of validity and reliability, are technical in nature and not particularly within the scope of this discussion. The key point to the present discussion is that these are technical issues associated with attempts to deal with the question of whether or not a test really measures what it purports to in a reliable way. And, with few exceptions, these issues have been subordinated by practical necessity. Therefore, let us leave the more technical issues of psychometrics aside for the moment and briefly consider the question of what to measure.

Based on Project Best (1974, 1975) descriptive bibliography of instruments available for use in the assessment of bilingual programs and from data compiled by the Texas Education Agency (1975) on oral language assessment instruments, we have compiled a preliminary analysis of 46 currently available language assessment instruments: 20 of these instruments are classified as "long dominance" tests; 30 can be classified as "long proficiency" tests; and eight instruments measure both "dominance" and "proficiency." Further findings will be discussed below within the context of the nature and structure of language.

It is a generally accepted notion that language consists of four primary subsystems: the *phonemic system* (the basic sounds of the language), the *referential system* (the "words" of the language), the *syntactical system* (the rules for making meaningful sentences), and the *pragmatic system* (the use of language to obtain specific goals).

The foundation of any language is its phonemic system. It is from this small set of basic sounds that all meaningful words of the language are constructed For this reason if the student cannot hear the difference between these basic sounds (*decode* them) then he/she will not be able to understand words constructed from them in daily and instructional conversations. On the other hand, if the student cannot pronounce the sounds (*encode* them), then others will have difficulties in understanding his/her communications. It is these phonemes and the variants or allophones, which present the most difficulties to the student moving from one language to another. In addition there is increasing evidence that familiarity with the phonemic system is a very important aspect of learning to read and write. (C. Chomsky, 1970; N. Chomsky, 1970; Read, 1971).

Of the 46 language assessment instruments we examined, only four included a measure of phoneme production. Of these, three were tests of Spanish proficiency, one was a test of English proficiency. We found no instrument described as a test of language dominance which included a measure of phoneme production.

There were six tests which measured auditory discrimination. Four were tests of language proficiency, three assessed both proficiency and dominance.

It is our feeling that the purpose for including auditory discrimination and phoneme production items in an assessment of language is in order to determine if the subject has a problem with a very significant aspect of language, i.e., does he or she have a communication problem and thus a need for help. Whether a child pronounces the initial "p" of the American English word *party* as an aspirated or as an unaspirated stop, will determine whether or not he/she has any difficulty. On the other hand, if the child cannot distinguish between "sheep" and "cheap" or "yellow" and "jello" in either coding or encoding, there will likely be a breakdown in communication and an occasion for ridicule, as in the case of a visiting foreign student who announced, "When I go out to dinner, I always wash the hostess." Thus it would seem that a measure of auditory discrimination or production should be included in any assessment procedure.

The Referential System (lexical or vocabulary), the next level of language, consists of the meaningful units constructed from the basic phonemes. It is this level of "words" (lexical items or morphemes) which ultimately determines the meaning of any sentence (Langacker, 1967). In addition, it appears that a knowledge of at least some lexical items is extremely important if not absolutely necessary for acquiring syntax or the corresponding language (Moeser and Bregman, 1972; Moeser and Olson, 1974). Unfortunately, in assessing the repertoire of referential units, extralinguistic factors are also encountered, namely the student's level of education and environment. The assumption of any test of vocabularly that I have ever run across is that all children have had an equal opportunity to have been exposed to the words in the test. Not so, particularly not so when you have children from Spanish-speaking backgrounds in environments which are linguistically homogeneous.

Just for the fun of it, once while I was giving the Wechsler vocabulary scale, I was supposed to stop after a certain number of failures. Well, I kept going, just to see if the child knew any of the words. Believe it or not, I found a six-year-old that knew the meaning of the word *apocalypse*. It turned out the child's father was a Baptist minister. So there was a situation in which the word *apocalypse* played a part of everyday life. If the level of education is high and the environment offers diverse experiences, the student will learn a wide range of words. For the restricted student the opportunity for word acquisition is considerably less. It is for this reason that most vocabulary tests correlate very highly with I.Q. scores and socioeconomic class. In another article DeAvila and Havassy (1974) have argued against the use of the vocabulary test as an attempt to assess intellectual development of children from non-English speaking backgrounds.

Forty-three of the 46 tests included in our analysis measured various levels of lexical ability: the ability to respond to isolated words. Of these, 21 tests assessed aural lexical comprehension; 16 measured oral lexical production; and six included a measure of written lexical comprehension, i.e., reading.

As someone who has spent a lot of time in the laboratory, I see another level of confusion here. Psychologists make a distinction between association and recall. I might ask, "Show me the table." That's association. I have given you the word, and you are to match it with the object. That is significantly easier than asking the child, "What is this?" Many tests find that children are able to make associations when provided with the word; yet are unable to recall the word when asked it. When the assessment is made, we often focus on what is easiest for the child. That means we don't really gain an accurate picture of what the child can produce on his own.

It is also quite true, as Miller (1965) emphasizes, that a sentence is not "a linear sum of the significance of the words that comprise it." It is also true that words in isolation may have different meanings. However, the fact that a student has problems with American English lexical items is an indication of a weakness in overall language growth. Either the student has not abstracted commonly encountered words, or the student has had little or no experience with those words. In either case, from the point of view of what we can infer from the *Lau* decision, the student has a language need which may limit "the opportunity to participate."

The third level of language is the syntactical system (the rules for combining words into a meaningful sentence). Syntax is essential for the understanding of the language because the relationship between words provides a major contribution to the meaning of communications in that language. For example, while the sentence "the cat chases the rat" has the same words as the sentence "the rat chases the cat," they have very different meanings. The meaning of a sentence also depends on how words are grouped. As in Miller's (1965) excellent example, the sentence, "They are hunting dogs," may have two distinct meanings depending on whether we group "are hunting" or "hunting dogs."

The usual method of assessing linguistic ability (and specifically syntactical ability) is through the analysis of the child's linguistic production. It should be noted that there are a number of problems inherent in using this method to assess syntax.

1. The meanings of the results are difficult to interpret because they do not distinguish between what the subject can do and what it does do (McNeill, 1970).

2. Substantial effects due to socioeconomic class have been observed (Moore, 1971). What you will find is that children in many cases are not motivated in the same way as mainstream children and will not produce for you a significant language sample on which to base an analysis. The child will give you a word or two but may be capable of much more. He simply doesn't have, shall we say, the level of aspiration that will give you enough information on which to make a judgment.

3. Interactions between situation and sub-cultural groups are often found (Brukman, 1973).

4. It is very difficult to know the exact input the child is responding to.

5. The interpretation of the results must take into account the age of the subject. Developmental linguistics has in fact been able to show that the language of the nine-year-old is different from the language of the seven-year-old. Often we confuse that developmental difference with language deficits.

6. Variations in syntax do not mean communication is necessarily lost. Certainly in many situations, the grunt "huh" is perfectly clear.

Thirty-four tests we examined included items assessing oral syntax comprehension and 32 measured oral syntax production. Thirteen measured written syntax comprehension, i.e., reading; and nine included written syntax production.

In an effort to isolate all those tests which most completely covered the four components of syntactical ability--listening, speaking, reading, and writing--we found five instruments which measured both aural syntax comprehension and oral production as well as written syntax comprehension and production. Of these five, two were proficiency tests for high school and adult students of languages other than English, and three were Spanish and English "language dominance" tests covering grades K to 12, Pre-K to 6 and K to 12 respectively. What that means is that of all the tests we looked at, only two covered all of the various aspects of syntax, syntax viewed in its most global way. Those five were geared primarily for adults, and I might add the most robust and the broadest attempt to assess language and all of its various components came from the Modern Language Association Test for Spanish prepared for college students, a test which takes three hours.

The fourth subsystem of language is a person's ability to use the language for his/her own ends (pragmatics). Examples of pragmatic use of language include a student's ability to carry out relevant tasks requiring language such as playing with peers, shopping at the store, reading a newspaper, asking directions from a policeman or writing a letter to a friend and, finally, asking the teacher for clarification when he/she doesn't understand. This area has generally been overlooked in both research and application. Only nine of the 46 tests we analyzed included items which could be classified

as pragmatic. These usually took the form of an oral interview with the subject who was directly questioned regarding his/her language habits. One of these eight tests was classified as a test of "language dominance."

As a final comment, it should be of some significance to note that while the *Lau* Remedies encouraged the use of prescriptive techniques, only one of the 46 tests we examined contained any concrete suggestions as to specific activities or exercises to remediate specific problems identified. In addition, DeAvila (1976) has argued that the testing of a child represents a social interaction between three potentially distinct cultures, as reflected by the test administrator, the test itself, and the child. In those cases where cultures failed to match, results are bound to be spurious. Along these same lines it is important to bear in mind that the test situation provides a rather limited sample of behavior requiring subject's full comprehension of "demand characteristics" of the testing situation. For example, the child who provides very terse or very short responses to open-ended questions will be penalized by virtue of the low frequency of linguistic markers. While on the other hand, the child who offers the longer response has the advantage--insofar as the statistical probability of a given marker results from the joint function of the child's linguistic conceptual development in conjunction with the length of the response. In virtually no case did we find a test that took all of these factors into account, either through pre-training or other procedures. In other situations I have commented on the question of demand characteristics, and it seems to me that these demand characteristics are indeed a significant factor in any assessment procedure. Given the myriad of both practical and theoretical problems associated with the testing of what would appear to be millions of children, one might wonder if it would be more appropriate to test the linguistic competency of the teachers, thus turning the question addressed by *Lau* to considering whether the institutions are in a position to provide educational services which are compatible with the linguistic backgrounds of the children.

In summary, our review seems to show that different tests seem to measure different things. And no single test seems to measure all of the various aspects thought to be important. How well they do measure what they claim to is still another question. It would be foolhardy to attempt to review the multitudinous fashions in which authors have attempted to validate their works. There seems to be no consistent pattern. Moreover, since to our knowledge, none of these instruments was specifically designed to meet *Lau* requirements, it would be equally foolhardy to discuss whether or not they were validated against the five level category system. In closing then, let us consider a few issues in the more general sense.

If the question involved in the *Lau* decision is actually one of language, then there are three alternatives:

1. ESL
2. Immersion in English
3. Native Language Immersion with ESL

In most ESL programs, the child is pulled out of the regular classroom for a short period of time and given instruction in English language arts, then returned to the classroom where he/she does not comprehend and connot respond for the rest of the day. This leaves the child outside of "participating" in a full educational experience. By the same token, it means that the child's

linguistic experience, i.e., ESL class time, is outside of the normal educational context. That is, as the child learns English he/she is falling further and further behind in all of the other subject areas.

Our review of some studies of attempts to teach language to children indicates that they have had limited success. In fact one of the elements of the Bereiter-Englemann preschool program is the teaching of the concept of the negative statements such as, "This is not paper." C. B. Cazden (1972) cites the work of one of her students who studied children's use of negative statements exclusive of the language lesson which set out to teach the correct syntactical construction. T. Schrager (as cited in Cazden, 1972) found 350 examples out of a total of 396 of negative statements which did not fit the intended structure of the language lesson. And yet, pre- posttesting revealed that all children within the instructional setting had reached criterion. In other words, it did not transfer. While they could learn it in the classroom, while they could pass the criterion, while we satisfied pre- post-gain score demonstrations for State, federal, and what-have-you overseers, nothing happened to the kids. To this we might add that Cazden reviewed a number of studies which attempted to determine the extent to which linguistic coding ability or the ability to use symbols outside of the learned situation, i.e., transfer, could be assisted through intervention.

> *First, in the acquisition of language use as distinct from language structure, the child is aided by what he is encouraged to say, not simply by what he hears. Second, adults seem to be essential for that encouragement. Finally, there is a danger that specified training will produce too specific learning, in other words it will not transfer.*

According to Cazden the above limitations to the structured acquisition of language are summarized in two paradoxes. First, while parents present no formally structured approach to language instruction, all children seem to learn it, as well as to generalize it to novel situations. Second, whereas all children seem to be ready to acquire their natural language under a wide variety of circumstances, attempts to provide direct language instruction leads to limited improvement over fairly short periods of time. In other words, I know very few parents who know anything about behavioral objectives, scope and sequence, or any of the other notions we use when we put together a lesson plan; and yet I've never met a parent who was unsuccessful.

To this end, Marilyn Edmonds, in a recent article "New Directions in Theories of Language Acquisition," Harvard Educational Review (1976), has argued that a full understanding of language acquisition will not emerge until the process is viewed within a larger developmental framework. Edmonds' argument has received strong support from two independent sources. First Ruth Tremaine (1976) has examined syntax as an instance of operational intelligence, defined in the Piagetian sense. Let me quote the results.

> *The results strongly suggest that when children learning a second language reach the stage of concrete operation, comprehension of the syntax of both their native and their second language improves greatly. In 62 out of the 65*

independent analyses of variance for the operational factor, it was found that children classified as operational performed significantly better in both languages than children classified as non-operational. What this means is that solutions that focus on English language deficits will be of limited success as long as developmental factors are not taken into account.

Second, DeAvila has shown in eight different studies that the performance of over 6,000 Mexican-American children on a wide variety of the Piagetian tests is fundamentally the same as that of their Anglo counterparts when linguistic socio-cultural factors are controlled. On the other hand, while conceptual development of Mexican-American children seems to be equal to that of the Anglo children, there are distinct differences in school-related achievement. These differences DeAvila has argued are due to linguistic and socio-cultural biases inherent in most of the currently used educational approaches. As such, DeAvila, like Tremaine and others, has recommended an integration of linguistic and developmental approaches, and the development of programs which match linguistic and developmental assessment with results in specific classroom situations. Given these bases and other data, ESL as a solution to the *Lau* dilemma would seem less and less a viable alternative when used exclusively. In fact, the recommendation from the Center for Applied Linguistics is that ESL programs alone are inadequate for teaching linguistically different elementary school children.

Complete immersion in English is certainly a viable alternative and one which should have the effect of preparing the child for participation in the educational process. Basically this is what we find in the schools today, and there are any number of immigrants from Europe and other places throughout the world, who will speak for this sink-or-swim technique. With respect to the Chicano, Latin American or any child living in a highly ethnically homogeneous neighborhood, the technique has little chance for success. The primary reason is that the children are simply not afforded language models outside of the schools which are really any different from themselves. In other words, there is little motivation for speaking standard English outside of the schools. Further, why even try when there is little in the way of positive reinforcement for trying. And anything less than perfect is labled as "pocho," deficit or substandard.

Paradoxically, it is also of some value to note that this method has had the greatest success of any of the other attempts to promote bilingualism (see Cohen, 1975; Lambert and Peal, 1972). The bitter irony, however, is that it doesn't seem to work in the absence of equal status for both languages. In other words, Chicano children are simply not going to want to learn standard English as long as their own language (substandard as it may be) is held as an object of scorn and ridicule.

Potentially the third alternative is most unique and enriching. This approach offers full time instruction, that is the entire curriculum, in the child's native language with simultaneous instruction in English as a second language, within the context of the ongoing curriculum, in the same way that for quite a few years American students in some school districts have been receiving instruction in English with simultaneous instruction in French or in Spanish as a second language. Through this approach there is no longer any problem with getting the linguistically different child to a level at which he or she can participate; any child of school age is already there in his/her native language. The results of this kind of program are multiple.

The linguistically different child becomes a genuine bilingual. The native language is maintained, and at the same time the school instruction and the dominant English language of his environment ensure that he/she becomes proficient in English. And really, isn't the question learning? In addition, a total second language education--whether it be Spanish or Chinese--is made available to the American English speaking child, with all the concurrent advantages in attitude and intelligence, and at no extra cost to the school district.

The assumption underlying the *Lau* decision, and for that matter any program aimed at the remediation of an English language deficit, is that children from homes where English is not the first language will fail in the schools as long as they don't learn English. Given the present attitudinal and organizational structure of the schools, this is true. However, a deeper assumption implicit in these approaches is that unless the child learns English, she/he cannot learn. This is simply not true. It has the net effect of shifting the burden from the adult educator to the child who can do little or nothing.

If we were to turn the question around and forget looking at language as an end in itself and look at what can be learned through promoting bilingualism, an entirely different picture emerges. Recent work drawn from a variety of sources would suggest that the benefits of bilingualism would far exceed any short term educational (or linguistic) deficits.

In by far the most rigorously controlled series of experiments on the relationship between language, intellectual development and school related achievement, Peal and Lambert (1962) matched monolingual and bilingual groups to show that:

> *The picture that emerges of the French/English bilingual in Montreal is that of a youngster whose wider experiences in two cultures have given him advantages which a monolingual does not enjoy. Intellectually his experience with two language system seems to have left him with a mental flexibility, a superiority in concept formation, and a more diversified set of mental abilities, in the sense that the patterns of abilities developed by bilinguals were more heterogeneous.... In contrast, the monolingual appears to have a more unitary structure of intelligence which he must use for all types of intellectual tasks.* (Peal and Lambert, 1963, p. 6)

Further review of the literature on bilingualism would tend to support the above conclusions in research conducted throughout the world from Singapore (Torrance, et. al, 1970), Switzerland (Balkan, 1971), South Africa (Ianoco-Worrall, 1972), Israel and New York (Ben Zeev, 1972), Western Canada (Cummins and Gulustan, 1973), Montreal (Scott, 1973) and from the United States on Chicano populations (DeAvila and Havassy, 1975, 1976; Cohen, 1975; Feldman and Shen, 1972). According to Lambert (1976), there have not been any recent contradictions to these positive findings which show definite advantages on measures of cognitive flexibility, creativity and diversity. Finally, research implications drawn from the study of "Metalinguistics" (Cazden,

1972) would seem to provide further, if not stronger support for the contention that bilingualism is an intellectual asset, and not a deficit as has been believed.

We thus come to what is perhaps the ultimate problem, which is that the issue addressed by the *Lau* decision is legal and its solution symptomatic of the very problem that produced the original litigation. This problem really cuts across every level of American society. The problem addressed by *Lau* is but one facet. As such, *Lau* is an indirect attempt to address the problem of language status through legal means which unfortunately are not based on what we know about education, or more importantly, about how and what children learn. That it is a giant step forward, I think, goes without saying. That it produces as many questions as it attempts to answer is good in that it means that the educator, test developer and/or any other person working with children for whom English is not the primary language, will have to think a little bit more about what they are doing, lest we all become co-conspirators.

HOW ARE WE DOING:
GOOD, BAD OR WHATEVER

by

Jim Miller
Superintendent of Schools
Santa Fe, New Mexico

This is a terribly tough assignment and let me warn you what I am going to do about it. I will not necessarily repeat everything that's been said by all of the speakers, and then sometimes you may indeed wonder which meeting I was attending at the time some of the speakers were up here doing their thing. I guess it will be kind of a stream of consciousness kind of report.

I'm going to tell you what I thought about all that we have heard together. I will be Jim Miller, good, bad or *lo que sea*, as the program put it.

Let me get to work. Our conference began with two officials from the State of Texas, Drs. Ford and Gomez. I gathered from their messages that Texas' heart is in the right place in this field. They told us about their policies and programs, and we got the feeling that all is well. Dr. Gomez, for example, gave the history of bilingual and multicultural education, gave us some facts and figures as to its development. But I guess I was disappointed because his is a name so deeply associated with bilingual education, and I missed hearing from him some sense of where we came from--real sense--the sense of struggle, where we got to where we are, and where we might be going tomorrow. I didn't get a sense that there was any problem left. It was all wrapped up and all over. Now that may be true here in Texas. If so, I am so glad, and I'm going to take that message home and say that one State has solved all of its problems.

I was very curious about mandating bilingual education in the State of Texas. I so badly wanted to hear more about that. Mandated for whom? What does the law say? What kids must have bilingual education? People by name or by limited language speaking ability? I wanted to know more about how that was actually spelled out and whether that program as mandated is available to others and what its purposes are. I have heard criticism of the federal purpose, and I wondered what the purpose was as defined in the legislation in this State.

When Dr. Acosta was introduced, somebody said he had a doctorate from UCLA. I'm reminded of a fellow administrator of mine with whom I work daily and whose work I treasure, a man named Eddie Ortiz. Eddie also is from UCLA, he says. That's Upper Con Los Alamos, a small village in the mountains near Santa Fe. I was very pleased in Dr. Acosta's presentation to see the name of Rudy Cordiva up on the screen. As the New Mexico joke would have it, Rudy Cordiva *es un hombre de la tierra en contada*, and he's also from New Mexico. Dr. Acosta presented us diagrams of structures and responsibilities in the U. S. Office of Education, the Office of Bilingual Education. I wish so badly that he had simply given us that material in a little print-out we could have taken home and read as needed and at our leisure. I wish Dr. Acosta, from his position of national responsibility, had again addressed things perhaps we might more deeply have wanted to know. I was reminded as he spoke of a poem I learned

as a boy. I have no idea why I learned it. I ran across a poem by Walt Whitman called, "When I Heard the Learned Astronomer," and I don't remember the poem anymore, but I remember its gist, and the gist of it kept running through my mind as Dr. Acosta spoke. It went something like this:

> *When I heard the learned astronomer, when the maps and charts were displayed before me, how soon unaccountable I became tired and walked out and, in perfect silence, looked up at the stars.*

Dr. Acosta discussed the choosing of four exemplary school districts in the world of bilingual education through a Title VII study. He reminded you that there were 96 projects selected for some considerable scrutiny, and that 89 of them fell by the way, due to lack of sufficient quantitative data from which to render a judgment. One of the seven which survived was a school district La Via Real de Santa Fe de San Francisco de Assisi, the Royal City of the Holy Faith of St. Francis of Assisi, where I have the honor to be superintendent of schools. We do not know why our district and two others didn't make the final list, but we were pleased to have the federal print-out come, saying, "Here are seven acceptable programs, but unfortunately only four were selected for nomination as exemplary." I say that not because I have any responsibility for it, having joined the district much too recently to take credit for the work of the bilingual educators of Santa Fe, but only to let you know how proud I am to be associated with them.

The panel revived us somewhat. Senator Chacon was first, Matias Chacon. I want to tell you something about Matias Chacon. He comes from the famous Rio Arriba County. It's a famous county, and I want to brag a little bit about New Mexico and about Rio Arriba. In the recent election, people were appalled to note that only about 55 percent of all eligible voters voted in the last election. Now we're disgusted with that in New Mexico. In Santa Fe County, 87 percent voted. Even in Bernalillo County--that's Albuquerque--79 percent voted. But the triumph I think was in Senator Chacon's Rio Arriba County where, of the eligible voters on the rolls, 127 percent voted. That is citizenship, no?

In the Thursday afternoon panel, where Henry and Art Gutierrez and others drew a good crowd, I heard an argument about testing. Henry, for example, said that there simply is no useful test. I heard people pleading for the use of both objective and subjective reports. The Lau people are here. They have talked about identification of limited learning outcomes, and they have made it very clear that it is going to be purely objective. I couldn't help but think, in situations where people want to use both objective and subjective data, that we all have psychological problems vis-a-vis one another because we sneer at each other's attempt to use subjective data. The federal government obviously is not going to trust subjective data from school districts in such a thing as Lau. They are going to say, "Look, tell us what the kids are learning, give us some facts and figures."

Indeed, aren't we all that way. If you were to visit my district and say, "Hey, I want to see the test scores on what the kids are really learning." And I said, "Look, I want to talk to you about the self-esteem of the children." It wouldn't take you 15 minutes to start sneering and saying, "Well, Miller and those people are copping out. They are not teaching the kids anything. They don't want to admit it. They want to talk about subjective measures." It's a problem endlessly.

Henry Pascual. Does Henry bother some of you? You know we have long experience of him in New Mexico. Henry gets checked out by everybody. He's so güero that many of the Spanish people and the Mexican people look at him and say, "Who is he really?" I suppose it doesn't help that he is Puerto Ricano. He comes after us with his sense of ethnocentrism, his sense of pride in his Spanish language and culture. If Henry bothers you the way he comes directly at you with some of the things he's saying, why think about that?

Henry pointed out a number of things that I wanted to mention, that bilingualism historically has been for the elite. In Santa Fe bilingual education is an alternative program simply available to those who want it, and we have the greatest difficulty generating customers in the poorest of the barrios. Bilingualism is, as we experience it, still largely a middle class and even upper class desire. Indeed, many of the children in our bilingual program are sons and daughters of doctors, lawyers, architects, and government officials. Henry said that any approach to bilingual education bearing the name *remedial* is doomed. And, oh Lord, don't we have a problem. We have a piece of legislation in New Mexico which makes it appear as though bilingual education is something you do kindergarten through grade three to remedy the defects of those poor little Mexicanitos. That's embedded in our legislation, and our efforts to get that offensive wording out of our own law have yet to bear fruit.

Henry spoke of the need for competence. Ed Di Avila just touched on this very same thing. He said, "Not measurable performance so much should be our goal, but actual real competence." I was reminded of Martin Meyer's statement years ago that "Excellence is simply the most precious by-product of the large scale production of competence." That's something that I believe to be true of the schools. Henry said that a kid coming from Mexico may do better having started in the schools in Mexico, and there seemed to be some agreement that this was so because a self-esteem base had already been established through an educational system where the youngster was used to learning in his or her native language.

Bill Dean and Nancy Mendoza both were concerned about the lack of quantative data, the lack of a data base in the exemplary program investigation. If we are not gathering very good data which tells what bilingual and multicultural education is accomplishing, I wonder if it is because we spend so little time thinking about what it is we are up to. If we don't know where we are going, how can we test and demonstrate whether we are getting there? At this conference nobody has talked about what bilingual/multicultural education is all about. So will you forgive me, I want to talk about what we think it is in Santa Fe. We think there are three things at stake. If we could agree to these, then perhaps we would know how to measure them. First of all, bilingual/multicultural education is nothing more or less than a program of basic school skills. There is confusion about that. Any bilingual program even remotely worthy of the name should be teaching basic school skills, shouldn't it? You think you are going to survive three minutes with the parents of this country if you don't teach basic skills? Second, in our bilingual programs in Santa Fe, we are trying to produce children who can read, write, speak, and understand two languages. There ought to be some way to find out after six years whether the children can indeed read, write, speak, and understand two languages. Is that going to be beyond our technical capacity?

That's what we are up to in Santa Fe in our program. We're going to teach basic skills to the kids. We don't think we can survive two minutes without it. Our goal is also to develop youngsters who can read, write, speak, and

understand two languages, and who hopefully will come out with an understanding and appreciation of two or more cultures because we have deliberately, daily for those years of their lives, been actively engaged in the activities of those cultures. Now I don't know what your purposes are. Those are ours. We made that final seven in the exemplary program nomination, and I suspect one of the reasons we did, at least we knew what we were trying to do.

Dr. Johns spoke to us at lunch about finance. He said, "Get support for bilingual education in your funding formula, now, when your State finance plan is going to be re-evaluated and perhaps re-structured to meet the goal of equalization." As he indicated, New Mexico already has an equalized school funding formula, and we did get a weighting factor for bilingual education at the time of its implementation. Let me talk for just a moment about equalization. The whole point of Serreno and Rodriquez and all those court cases concerning equalization is that "The quality of a child's education should not be dependent upon the geographic accident of his residence." That's all well and good. Do not be misled however. Equalization does not mean equal dollars per child flowing out to school districts. Ideally, as stated in the National Education Finance Program studies, it equalizes opportunity by furnishing money needed to meet needs, which may vary by the population of a school district.

Dr. Johns said in effect that if you redo your formula in your State to get equalization, that's the time to get a weighting factor for bilingual education, if you perceive bilingual education to be a special cost program.

We've got an equalization program. We've already done the work. But, here is what is happening, and it scares me. Although we have bilingual education, we have a weighting support for it in the funding formula, we're probably going to lose it. There's a very good likelihood that in the next session of the legislature a regressive movement will have taken place which will destroy the special funding factor for bilingual education in our State. You know and I know that bilingual education at its current stage of development in these United States is attractive only to a minority of Americans. I did not say to minority Americans. I said to a minority of Americans. In Santa Fe, where it is freely available in most of our elementary schools, it is chosen by substantially fewer than half of the families to whom it is made available. Programs of that kind, legislators being what they are and legislatures being what they are, may not continue to get special funding support. Particularly when one considers that among those who do not choose bilingual education, there are those who consider bilingual education to be downright dangerous, or, at best, something other than good sound basic education. So the interest in getting it funded and keeping it funded is a difficult problem.

In Santa Fe under the current weighting formula, we receive dollars for bilingual education for the year we are now in. When we made the budget, we carefully calculated the cost, compared the projected costs of the bilingual program against the allocation from the funding formula and found out that we had a deficit of $30,000. That's not much. We have a $13,000,000 operational budget, but nonetheless we had to make a decision to pick up 30,000 of the free bucks lying on the table and put them in support of a bilingual program. Well, we made the decision, but I'll tell you the employee groups went down kicking and screaming. That's $30,000 they figure ought to be in their paychecks. The union mentality, whether you like it or not, is abroad, and it is growing. If they take bilingual categorical support out of the formula in New Mexico, I don't know whether any of us will be able to continue funding bilingual

education in any quality way because the employee groups are going to see those free dollars lying there on the table and say, "Uh uh baby, those are ours. That was appropriated for salary." So the enemy is not only without; it is within.

Dr. Paxton's presentation on the Indian Education Act contained a nice combination of good data, interesting data, which were oftentimes tied to a real set of problems in the world. The data were used to illustrate where we were with regard to some particular problem in Indian education in this country. He gave us a series of presentations on the kinds of things that can be done under Indian Education Act and then frequently stopped and brought us down to the real world by picking out some program in this country and illustrating the generality in some detail.

Then we got to the feds this morning. Bill Dean asked for empathetic and aggressive federal leadership--aggressive we know, empathetic, well. I think it was at the RIPP conference last summer that I heard somebody say that the two greatest lies in American education are these. Lie number one, a fed showing up at the local school system's doorstep saying, "We're here to help you." Lie number two, the local educator saying, "We're glad you're here."

We New Mexicans met with these gentlemen last night in preparation for some Lau work and were told they were going to hire a whole bunch of new people to get with the task. I was put in mind of a story. One about the little boy who went to his mama and, you know how little kids will do, said, "Mama, why don't you have another baby?" The mother replied that they couldn't. The little kid said, "Mama, Daddy said if you put enough men on something you can do anything." Here come our 70 or 75 new people, who probably have never done it before.

As I listened to Jim Littlejohn I was reminded of a definition of a law as being the ethical minimum. I was reminded, I think it was of Dickens who said, "The law, sir, is an ass." The horrors of compulsion are well known to us. Indeed, that is why we seek bilingual and multicultural education because there was a time when the compulsion was monolingual/monocultural education, and the move toward bilingual/multicultural education is an effort to escape that compulsion and now we wander toward some other kinds of compulsion to come down to us. The denial of alternatives is the thing against which our people more and more strongly react in this country, and I speak of parents and kids even. They seek alternatives which help them meet their needs and their goals through the public schools, and one fears the law in that sense. Let me give you an example. A court some years ago ruled, in a case called *Singleton v. Jackson,* on the elimination of segregation of adults in the staffing of schools. Now it was a court case dealing with a dual system, black and white. So then we were faced with something called the Singleton Rule for staffing schools. Now Albuquerque in their ignorance had been hiring more and more minority group teachers and do you know what those brutes were doing with those minority group teachers? Well they were putting them with minority group children, thinking that role models and linguistic skills and cultural understandings would make sense between staff and children. Then they and OCR met head on, and OCR said, "You can't do that. You have to get a whole lot of those Mexican-American teachers out of those schools of Mexican-American kids and put them up in the heights with *gringos.* You have to take those Anglo teachers from up in the heights and get them down in the valley

with those Chicanitos." And, Albuquerque is saying, "What?" Well, the point is sometimes the law gets a finding that makes sense somewhere and then because it is the way law works, it becomes binding upon all situations and all people everywhere, and so we tend to fear the law.

Yet, we have lived through ten or 15 years--my God, what would we have done without the law--truly? What would we have done without the lash of the law? Because the law--courts, federal laws, and state laws--came down on us because of what we would not do without its compulsion. Isn't that really fair? Isn't it really fair? I heard a report that made me feel good not long ago, a report on the numbers of college graduates. The biggest change last year, the biggest change, in the American college graduate was an increased proportion of Black male college graduates. Now that's sort of nice, isn't it. The very group that was most lacking, Black male. You hate all that civil rights stuff, you hate all this ethnic stuff, you hate the compulsion of the law, hell we all do, and yet in all fairness perhaps over the long haul the agony we go through vis-a-vis one another, maybe in the long haul it's going to help us, it's going to make us do what we should always have done anyway. May it be so.

Well, we get to Ed de Avila. Here is a marvelous scholar who had to rush through a paper that was just full of great stuff. We should have had an afternoon with Ed de Avila. This man is a fascinating expert in his field. Incidentally, the only thing I don't like about Ed de Avila is his constant quoting of de Avila and Havisy. Dr. Havisy is Ed's wife. Why does she always send you?

As Ed talked, I thought of a column in the New Mexican, our local newspaper. Recently there was a story of little Carlos who brought his test paper home. It was a test in Spanish, and he got an F. His mama thought it looked right to her and she gets Papa in there, they sit down and go over the test, and, of course, it's one of our little local funny kinds of things. The kid knew the word for lunch, *lunche*, perfectly. The word for cop was *chota*. Do you do some of that in your tests, Ed, some of those local Spanglish and whatever they call them? Anyway, the problem with your scholarship and the dilemmas and the analyses you give us is that the kids are here now and the law is upon us now, and we're going to have to do something. We will just have to try hard to be sensible about what we do because of the need upon us. When you were talking, I was reminded about a saying by somebody, "We're caught in an old coal sack in the schools. We have nothing to teach but words." Yet, the teaching of words is what we are all about.

Back in the mid or late 1960's, I was awake one night, as school administrators sometimes are, worrying about these things that we have been worrying about these days. Worrying about my own inadequacies, trying to puzzle out the meanings of what this bilingual/multicultural world is all about, and, if I may, I would leave you with some words I wrote that night which seem to me not to have grown terribly outdated:

Midst shifting dunes and desert sands,
From fertile oasis valley lands
Nigh mountain crests where arroyos run,
The brown-eyed, black-haired children come.

They come to seek a better place
And find the world's averted face.
Who will answer?

From quiet towns with shaded streets
Near feeding lots and fields of beets.
Across the tracks with driving urge,
The brown-eyed, black-haired children surge.

They bring a people's native pride
And find their culture is denied.
Who will answer?

From ghetto grim and barrio slum,
On urban streets where factories hum,
Across the crowded freeways roar,
The brown-eyed, black-haired children pour.

They seek themselves identified
And find the world turned aside.
And who will answer?

This land we love, it needs them all
To meet its history's constant call.
It cannot waste the people entire
And hope to stand the eternal fire
That comes to those who learn too late
That greatness cannot grow though hate.
But who will answer?

Now in schools where the children sit,
The decision daily must be met,
And those who teach must decide what stays
And what passes aside.

Whether in brotherhood we live and learn,
Whether God and man we affirm.
Who will answer?
We will answer.
We will answer.

Amen.

SUMMARY OF CONFERENCE ACTIVITIES AND VISITATIONS

Given the importance and length of the presentations thus far presented, we have not been able to allocate a great deal of space to the other activities that were an integral part of the RIPP experience in San Antonio. However, we have attempted to offer the reader a synopsis of these activities in the following section.

Institute of Texas Cultures

A visit to the Institute of Texas Cultures engrossed the RIPP conferees for an entire afternoon. Since its inception in April, 1968, the Institute has obviously developed a significant role for itself in Texas education. As Jack Maguire, its Executive Director states:

> *The Institute undertook to make a study of all of the many peoples mingling in the State population in all their diversity. Thus the Institute developed exhibits--and later, publications and tape and slide presentations--on the 26 different national, cultural and racial groups who have made significant contributions to the history of Texas.*
>
> *Blacks and Anglos, Mexicans and Germans, Norwegians and Indians, Frenchmen and Czechs are there in their common bond--they are Texans. And so are the Jewish Texans, the Danish, English, Scottish, Greek, Lebanese, Polish, Wendish, Yugoslav, Chinese, Swiss, Belgian, Dutch, Irish, Spanish, Italian, Japanese and Swedish. Work now is in progress by the Institute staff to complete research on the contributions of Russian, Welsh, Finnish, Portuguese, Turkish, Austrian and immigrants from South and Central America to the settlement and development of Texas.*
>
> *The public schools of Texas quickly sensed the usefulness of this approach. Teachers who saw the first ethnic exhibits of the Institute during HemisFair commented that their students would benefit more from these presentations than they ever would from limited classroom instruction. Thus the next year, in 1968, teachers from throughout Texas began bringing their classes by bus to the Institute for study tours. These tours have increased each year since, and this spring, as many as 1,500 students per day visit the Institute to learn first hand about their cultural heritage.*
>
> *Although its instructional courses, publications, films and research files are known throughout the State and nation, the contribution to education for which the Institute of Texan Cultures is best known continues to be its exhibit floor. Here in 50,000 square feet of space more than 750,000 visitors come each year to see and hear the story of their own heritage as it relates to the history of Texas.*

Guides, especially trained to conduct educational tours and often wearing the authentic costume of a particular ethnic group, explain the exhibits. A multi-media show, presented in the Institute's dome, tells the ethnic and cultural history of Texas in colorful motion pictures and slides projected on 33 screens. Other visual presentations and recorded sounds present the stories of specific groups. The exhibits, each of which includes authentic artifacts related to a particular cultural group, may be visited and touched. For school study groups, the Institute staff also provides supplemental educational materials such as quizzes to be filled out by students following a tour, special lectures and presentations in particular areas of interest.

Tours

Six tours of local, bilingual educational programs were made available to conference participants. A synopsis of these tours follows:

Tour #1: Region 20 Education Service Center, Project Manager, Ms. Elvira P. Barrera. The Bilingual Professional Development Center has been designed to provide teachers the opportunity to acquire a set of behavior skills (competencies) which have been identified as a prerequisite to individualizing or personalizing instruction in a bilingual classroom. The basic premise behind the Center is that it will serve as a model in training teachers to implement individualized instructional programs.

It is the goal of the Bilingual Professional Development Center that every teacher who participates will gain skills, attitudes, and knowledge in all these areas, which will be a prerequisite to implementing and maintaining an individualized instructional program in at least one subject area in their bilingual classroom.

Tour #2: Northside Independent School District. A five-year Title VII demonstration and experimental school implementing one of three approaches to bilingual education: the eclectic approach, the child-centered and the behaviorist approach. Teacher training and research components are provided by the Southwest Educational Development Laboratory (SEDL), a non-profit institution. K-3, Spanish/English, Self-contained classrooms.

Tour #3: BBL 4023 Foundations of Bicultural-Bilingual Education, University of Texas at San Antonio, Dr. Albar A. Pena.

Rationale for the Course. A thorough investigation of the philosophies, research, theories and prototypes of bicultural-bilingual education will be conducted for prospective students preparing to teach in bilingual programs or entering areas affecting the bilingual population.

Objective. The objective of the course is to introduce the prospective student interested in bicultural-bilingual education with a thorough but general overview of the whole concept of bicultural-bilingual education, clarify misconceptions, and the implications of this educational movement to the preparation of teachers and the present educational system.

Tour #4: Edgewood Independent School District, Carlos R. Contreras, Assistant Superintendent, Elementary Education. Full day program using Bilingual Curriculum developed at the Center for district students. Instruction includes individualized instruction and team teaching. High school tutors provide further breakdown of adult-pupil ratio. Active parent involvement in the program. Instruction is provided for four-year-old students, handicapped pre-schoolers, Comprehensive Infant Intervention Program (CIIP). Title I school Spanish/English Bilingual Education.

Tour #5: Harlandale Independent School District, Dr. William R. Marshall, Assistant Superintendent/Instruction. This school district is located on the southside of San Antonio. Seventy-three percent of the school population is Mexican-American. The bilingual program was first started during the 1964-65 school year through Title I funds. It was funded in 1969-70 through Title VII, ESEA as one of the first consortiums for bilingual education involving Harlandale Independent School District, San Marcos Independent School District and Southwest Texas State University. The present program is a joint effort funded by State bilingual funds, Title I, Title VII and Emergency School Aid Act. All 15 elementary campuses and two middle schools are involved in bilingual education.

Tour #6: San Antonio Independent School District, Alonso Perales, Director, Bilingual Education. This inner school district started its bilingual program through a federally funded research project brought here by the University of Texas, Austin, during school year 1964-65. The contribution of the program has been promoted through Title III, Title VII, ESAA Bilingual, and State bilingual funds. Involvement in bilingual education has increased from a few classrooms in seven schools to 609 classrooms in 63 elementary and two middle schools in the district.

Pearce Partners

A group of enthusiastic junior high schoolers shared their experience in crossing racial barriers. A brief description follows.

Partners is an organization of students from different ethnic backgrounds. A student may join the organization with another student having a background different than his own. Black students join with brown or white; brown with black or white, etc. Partners must be of the same sex. The organization provides opportunities for the pair to do things together. It is hoped that through these experiences of working and playing together, the pair will become more appreciative and understanding of their different backgrounds.

Partners began during the school year of 1971-72. It was, at that time, a crisis intervention following the forced closing of all black schools in the Austin district. Less than 150 students became involved in Partners the first year. The organization has continued to grow steadily, and this year 600 of our 1,200 students are members. Our emphasis has changed from a crisis intervention to more of a developmental program. Inquiries should be addressed to: Johnny Walker, Counselor, Pearce Junior High School, 6401 North Hampton, Austin, Texas 78723.

Bay City Confluences of Cultures

Maxine Daniel and Mary Belle McAllister presented a unique and challenging program developed for seventh grades at the McAllister School of the Bay City Independent School District of Bay City, Texas. Their narrative follows:

The purpose of the PILOT PROJECT was to change from a more traditional method of teaching to a more individualized method using the facilities and resources of the Learning Media Center. This was accomplished first by developing within the student the skills needed in the use of the Learning Media Center through a systematic method of investigation; and second, by permitting the student a more individual responsibility for his own learning. In developing this unit the media specialist worked cooperatively with the two team teachers in attempting to provide all kinds of instructional media, wherein resources for thinking were joined into a pattern of purposeful, intelligent, profitable media usage for every student.

The planning team developed a resource unit in seventh grade Texas History. Two seventh grade classes of 65 students were scheduled in the Learning Media Center for 14 weeks beginning October 4, 1971 and continuing until February 4, 1972.

The Social Studies resource unit was entitled "Confluence of Cultures in the Gulf Coast Region" in the beginning but was narrowed to Matagorda County and the surrounding counties. The unit was designed to enable students to value their heritage as young Texans through the study of history of Matagorda County.

The purpose of this resource unit, "Confluence of Cultures in Matagorda County," was to provide the students with ample educational opportunities to investigate in depth the many contributions of the settlers of this area from the time of colonization to the present time.

The broad outcome of the unit, in terms of pupil behaviors, included:

1. *A knowledge of the colonization of Texas 1821-1845.*
2. *A knowledge that ordinary people played just as important a part as celebrities in our history.*
3. *A demonstrated increased interest in and appreciation of the contributions made by all ethnic groups who helped to settle this area.*

RIPP SEMINAR
ON
MULTICULTURAL/BILINGUAL EDUCATION

Participant's Evaluation Sheet

Please respond to each of the following items according to your experiences at this seminar.

1. As a result of my attendance at this seminar my knowledge of Multicultural/Bilingual Education has been: (Check your response)

Increased 46	Unchanged 8
If you checked increased above, please check below which method contributed most to your increased knowledge: 24 Presentations 22 Discussion Groups 22 On-site visits	If you checked unchanged above, please check below which you feel contributed to that: 8 Your previous knowledge OR 0 The poor quality of the seminar

Indicate your response to the following items by circling the appropriate number on the scale.

	Poor	Fair	Good	Excellent
2. The physical facilities were:	0	3	24	22
3. The organization was: (The manner in which the seminar was organized and conducted.)	0	2	25	21
4. Rate the extent to which each activity was beneficial:				
General Overview of Bilingual Education	2	10	25	6
Reactor Panel	0	8	27	7
Fifteen Years in Multicultural/Bilingual Education in New Mexico SEA	1	5	15	21
Visit to Institute of Texas Cultures	2	9	22	10
Visit to Schools	0	6	15	22
USOE News From the Potomac	5	16	16	3
Pearce Partners	0	3	4	15
Bay City Confluences of Cultures	0	2	6	14
Folk Life Festival	1	1	8	10

	Poor	Fair	Good	Excellent
Getting Started and Strengthening Multicultural and Bilingual Educational Services and Programs in State Departments of Education and the Local School District	2	16	5	11
Bureau of Indian Education	0	4	9	8
Lau Remedies in Bilingual Education	0	10	14	14
Problems in Testing for the Identification and Placement of Pupils in Bilingual Education	0	2	12	17
How Are We Doing: Good, Bad or Whatever	0	2	6	21

5. Rate the extent to which the seminar:

Provided information about multicultural bilingual education	0	6	28	11
Provided answers to your questions	1	9	28	8
Provided information which you feel is worthy to share in your State	0	5	26	15

6. Rate the time factors:

	Much Too Short	Little Too Short	About Right	Little Too Long	Much Too Long
The length of the seminar was	0	1	40	2	1
The presentations were	0	3	37	3	0
The group discussions were	0	8	32	2	0
The on-site visits were	1	9	30	2	0

7. Comments:

I would like to receive a participant's roster with the names, addresses, telephone numbers and position of all persons who were in attendance.

Overall program was excellent. USOE report was poor. (First morning by Acosta).

This Seminar was outstanding--we were given a variety of activities to participate in--the activities and sessions were spaced for variety and information--overall excellent.

A very good workshop--Henry Pasqual was excellent. Chatting with state staff members helped a great deal.

The seminar in its totality was excellent. The presentations were both informative and well-presented. Of particular interest to me was the on-site visit of bilingual programs in operation. The variety in the program in the seminar was especially good. However, like anything that is good, time appears short, and the topics under discussion give the impression of not being covered adequately. I was satisfied with the coverage and the food for thought that the activities activated in my own mind. Definitely stimulus for further reading, investigation, and experience.

It was "good" educationally, but I didn't like everything I saw--at all. I didn't see a "bilingual" program, but maybe what I learned is that there isn't one.

This provided exposure to bilingual education for some other people in my department who might not otherwise be so well exposed. It provided an excellent overview.

Since I have had very little previous information in bilingual education, I found this seminar interesting and informative. However, I'm certain those who are involved with these programs received much more than I. I feel it has been a good seminar with much to offer all participants. Of particular interest to me were the demonstration visits.

Texas Institute of Cultures leaves much to be desired in bringing about multicultural understandings. The physical environment is rich, but the historical information is loosely presented and leaves a misunderstanding of what truly has taken place.

What took place at this conference directly affects the Native Americans. So please contact the many Indian people now involved with their own bilingual education. This conference has been interesting but felt the Native Americans were left out. I hope to see more involvement from each other.

Only wish we could have both started and finished the conference with Jim Miller.

J. Miller wrap-up was excellent.

Walt Howard is due much praise for his particular efforts. The overall plan was well executed. I, personally, have appreciated the association with RIPP and its direction. Keep up the good work (Bill Hutchinson).

Bilingual education tended to dominate the conference, and this is understandable and, to some extent, justified. My concern is for broader forms than bilingual education, multicultural education. Bilingual education is one vehicle of achievement, multicultural education, what are the others?

The on-site visits were most enjoyable. Jim Miller was terrific. Dr. DeAvila added the most scholarly aspect of the program.

Dr. DeAvila should have been in place of the Texan Institute. There should be a closer watch on starting times and length of speech overruns. Pasqual should have had more time.

Exposure to other States, programs and personnel beneficial; contracts for exchange of information, models, publications. Institute of Texan Cultures encouraging, shows attitudinal changes in Texas, is informative being disseminated to or purchased by school districts. How could we get something similar in New Mexico? Good question. I would like to know staff patterns, ethnically, of this Institute.

More down to earth information regarding Lau Remedies should have been made. Presentation was put too clear. Literature should have been made available to participants of the workshop. Should have been given guidelines, etc.

Seminar was well organized, and the presentations indicated that a lot of preparation took place. I'm concerned about the indecisiveness of the Washington people in spelling out the true intent of bilingual education. Asking for minimum "transitional" approach to bilingual education relegates it to a remedial, compensatory type program.

Excellent conference. More emphasis is needed on black cultures. Otherwise it was very well carried out. Perhaps a separate conference on black culture is needed.

Might give alternatives for the on-site visits and/or the Institute of Texan Cultures for those who might choose other activities.

Very beneficial for a bilingual/bicultural and for a language specialist. Would appreciate very much being invited to any and all bilingual conferences by writing to me at 250 East 500 South, Salt Lake City, Utah 84111. Would appreciate helping out in any bilingual/bicultural conferences on a gratis basis.

Contact more people in other Indian SEA's (other than Spanish-speaking populations) and other agencies that work with the Indians such as non-profit organizations. Example: Native American Material Development Center, Albuquerque, and those in Parts A and B Indian Education Act, Title IV, any Title VII organizations that involve Indian Education, and Contract Schools under 93-638, Indian Self-Determination Act).